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ABSTRACT

This resource for program planning offers guidelines for providing Nevada's limited-English-speaking (Spanish-speaking and American Indian) students with equal access to quality education. The following chapters are included: (1) "Educating Limited-English-Speaking Students: The Record," (2) "State Board of Education Position on Bilingual-Bicultural Education," (3) "Federal Involvement in the Education of Limited-English-Speaking Students," (4) "Common Criteria for Instructional Program for Limited-English-Speaking Students," (5) "Bilingual-Bicultural Programs," (6) "English as a Second Language Programs," (7) "Identification and Needs Assessment," (8) "Assessment of School District's Capabilities," (9) "Parental and Community Involvement," (10) "Selection and Implementation of Instructional Programs," and (11) "Process and Product Evaluation." Several annotated bibliographies are included, and the following are appended: Text of Lau v. Nichols, Text of Lau Remedies, Language Dominance Tests, and Self-Instructional Course in Teaching English as a Second Language. (JB)

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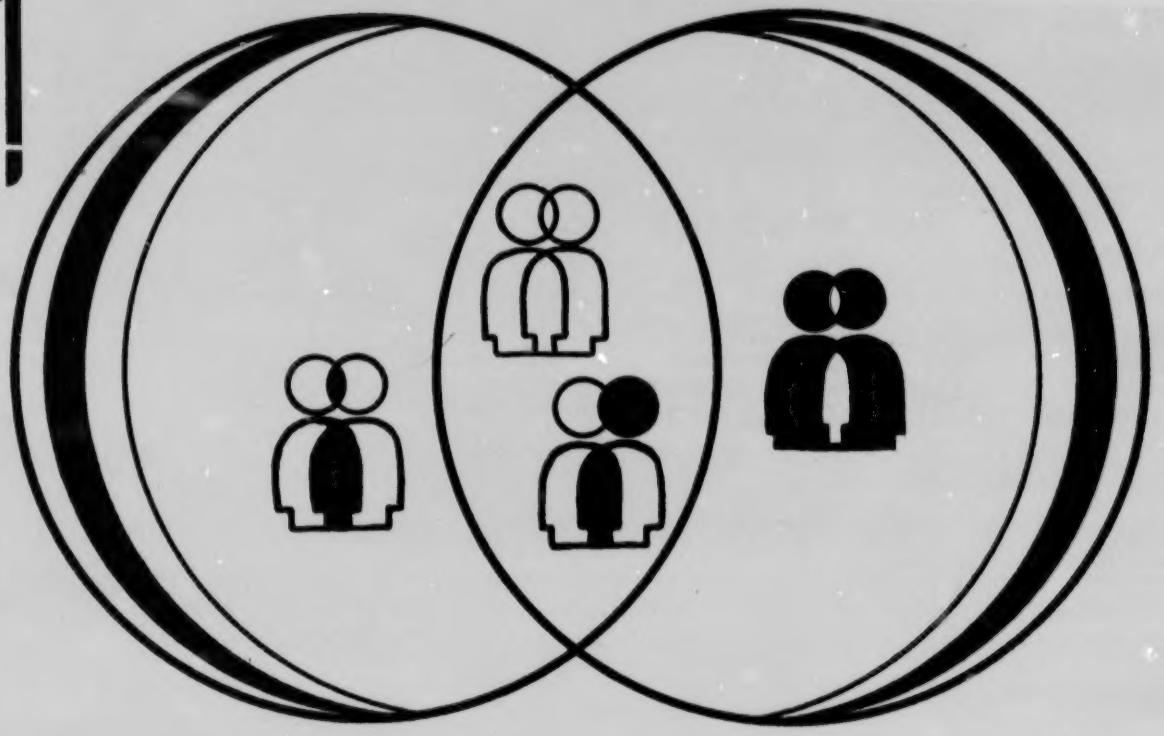

LIMITED-ENGLISH SPEAKING STUDENTS

FL 010 766

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PREFACE

The United States, a nation of immigrants, has always had a significant number of non-English or limited-English-speaking students in its schools. A 1975 government publication estimated the current number as approximately five million. Included in that five million were 4,500,000 Spanish speaking, 56,000 Native Americans, and 259,000 Asian-Americans.

Nevada schools have their share of students whose primary language is not English. These students cannot develop their academic potential in a totally English curriculum without special help. Their numbers are significant enough in many schools in Nevada for the Nevada Department of Education to offer assistance to school districts in planning and implementing educational programs for them.

This publication, Educating Nevada's Limited-English-Speaking Students, seeks to give school districts an understanding of such students' unique needs and to offer guidelines for providing these students with equal access to quality education. It is addressed to district and school administrators, for they have the responsibility of assessing educational needs and initiating instructional programs. It will provide them with the information needed to approach successfully the task of educating non-English-speaking students, from initial needs assessment to program evaluation.

Part One details the mandate to provide equal access to quality education for students whose first language is not English. Chapter 1 traces the historical record of American schools' involvement in the education of the linguistically different student. Chapter 2 examines those Nevada State Board of Education documents that touch on this area. Chapter 3 details the federal government's role in clarifying the mandate through federal court decisions, legislation, and agency guidelines and regulations. The mandate to provide non-English-speaking students with programs geared to their special needs becomes both clear and inescapable.

Part Two outlines types of programs which would fulfill the federal mandate. Chapter 4 lists six criteria for any program initiated for non-English-speaking students, while Chapters 5 and 6 describe the two most common kinds of programs, Bilingual-Bicultural education and English as a Second Language instruction.

Part Three details the steps a district and/or school should take to develop programs which would provide equal access to quality education for its linguistically different students. (1) A district should identify all limited-English-speaking students by primary languages and by language proficiency levels and assess their educational needs (Chapter 7). (2) Then it should assess its own capabilities -- in curriculum, programs, and personnel -- both available and attainable, to meet the educational needs of its limited-English-speaking students (Chapter 8). (3) It should then seek to promote parental and community involvement in all phases of program planning and implementation (Chapter 9). (4) Only after the above tasks are completed,

can the district select and implement suitable instructional programs for its limited-English-speaking students (Chapter 10). (5) Once a program has been initiated, it should be regularly and systematically evaluated (Chapter 11).

From its earliest planning stages through its many versions and revisions, Educating Nevada's Limited-English-Speaking Students has evolved as a cooperative venture. The Department of Education is grateful for the cooperation of school district administrators and classroom teachers who provided input to this document. Many English as a Second Language teachers and other interested teachers of related disciplines, especially in Clark and Washoe Counties, helped in positive and concrete ways with the writing of various drafts. School district administrators reacted to various finished drafts, offering comments and suggestions which proved helpful in revising the document.

The Department of Education is also grateful to the various federally-funded General Assistance Centers which provided input to this document: CACTI (Cultural Awareness Center Trilingual Institute) in Albuquerque, New Mexico, BABEL (Bay Area Bilingual Education League) in Berkeley, California, the Institute for Cultural Pluralism in San Diego, California, and the Center for Applied Linguistics in Arlington, Virginia.

PART ONE

THE MANDATE

CHAPTER I

EDUCATING LIMITED-ENGLISH-SPEAKING STUDENTS: THE RECORD

In educating students from diverse languages and cultures, American schools have been influenced by ideas and attitudes from the larger society outside of the school. In this regard two principal concepts of American culture have influenced, consciously or unconsciously, the philosophy of Americal education and thus have influenced the programs and approaches American schools have used in educating limited-English-speaking students. These two theories are America as "melting pot" and America as "cultural mosaic."

The melting pot theory holds that American culture has been formed from a mixture of various ethnic and cultural heritages, predominantly the Anglo-Saxon. All immigrants and citizens coming from different language or cultural backgrounds must foresake their non-Anglo-Saxon roots if they want to become fully American. They must assimilate themselves totally into a new system of language, values, and attitudes. The language, values, and attitudes they bring with them will be only hindrances if they want to partake fully and successfully in American society.

Following this reasoning, the school can best serve people of non-Anglo-Saxon background, both children and adults, by urging them to forget the old and embrace the new without reservation. Theodore Roosevelt emphasized this in 1917 when he said:

> ". . . any man who comes here . . . must adopt the institutes of the U.S., and therefore he must adopt the language which is now the native tongue of our people. . . . It would not merely be a misfortune but a crime to perpetuate differences of language . . .
>
> "We should provide for every immigrant by day schools for the young and night schools for the adult, the chance to learn English; and if after say five years he has not learned English, he should be sent back to the land from whence he came."

Different languages and cultures are, then, to be renounced as dangers to the unitary fabric of American society. Public education should socialize all individuals and groups into the core culture, neither recognizing nor promoting the culture of its limited-English-speaking students. Public education exists to perpetuate the common core culture by teaching the basic skills, by developing the essential abilities and by promoting the common values necessary for all citizens.

Over the years many cultural and language groups have been assimilated into the mainstream of the dominant American society. Many millions of immigrants

came to America seeking a new life for themselves and their children, seeking to become part of the new country. These willingly put behind them their cultures and languages and gladly embraced the new. For them the melting pot logic worked.

But the advocates of culture pluralism, of America as a cultural mosaic, stress that not all peoples have been equally assimilated into American society. Further, they believe that total assimilation to the point of wiping out all cultural and language differences is not desirable. They believe that, though American society reflects a core culture, it should also allow for the flourishing of minority cultures. These cultures, instead of threatening the common unity, actually strengthen it. Whereas the melting pot theory reads the national motto "E Pluribus Unum" with emphasis on the oneness derived from the many, cultural pluralism stresses equally the oneness and the many. In this view, American education should foster both cultural unity and diversity and one of its goals should be to aid all students to function effectively in both the common core culture and in their own individual ethnic cultures.

Since the turn of the 20th Century the ways in which American education has dealt with students, whether native born or immigrant, who have come to school speaking a language other than English, have been influenced by the two above attitudes. Specifically, U.S. schools have dealt with limited-English-speaking students in four ways. They have provided them with (1) nothing special, (2) nothing special except Special Education, (3) special classes of English as a Second Language, and (4) special programs of Bilingual-Bicultural education. The first two alternatives have proven to be ways of either ignoring or misjudging the educational needs of limited-English-speaking students. The last two, on the other hand, are attempts at meeting their unique educational needs.

1. Nothing special: To provide no special instruction or materials to meet the needs of limited-English-speaking students (as is the case with many American schools in this Century) does not constitute a neutral attitude. The U.S. Supreme Court in Lau v. Nichols stated that this treatment is, in fact, illegal; it does not give these students equal educational opportunity. The problems of non-English-speaking students do not go away when ignored. The tragedy is that the students sometimes do: their dropout rate from schools which show no concern or, worse, outright hostility toward their primary languages and cultural heritages is significantly higher than that of native English-speaking students. One of the hopeful signs of American education after the Lau decision of 1974 is that more and more educators are realizing that to expect non-native speakers of English to succeed in a totally English curriculum without any help geared to their language needs is both humanly wasteful and educationally unforgivable.

2. Nothing special except Special Education: Placing limited-English-speaking students in classes for the mentally retarded has a long and sad history in America. Such a practice is based on wrongly equating English language deficiency with mental deficiency. It is fostered by testing the intelligence of students who do not speak English natively with English language tests. The result of such a practice is that students are often considered intellectually

and culturally "disadvantaged" or, worse, "deprived," solely because they do not speak the language of the majority. The futility and destructiveness of this educational practice should be self-evident. As early as 1939 a study of the education of Spanish-speaking children in the Southwest showed that treating language and cultural problems as intelligence problems led to an excessively high dropout rate. In 1969 a study of 47 Mexican-American students from grades three to eight showed an average increase in I.Q. of 13 points solely by giving them the same test in Spanish instead of English.

The 1970 HEW Memorandum (discussed on page 14 states that placing limited-English-speaking students in Special Education classes solely on the basis of tests in the English language is not to be tolerated.

3. Special classes: English as a Second Language. English as a Second Language classes (ESL) focus on what limited-English-speaking students do not have: a functional ability in the English language and an awareness of American cultural patterns. ESL attempts to teach students the vocabulary and structure, the oral and written systems of English, usually beginning with the basic oral skills of listening and speaking and then progressing to reading and writing skills.

   The ESL approach dates back to the beginning of the century when classes in English, naturalization, and civics sprouted up in many cities with large adult immigrant populations. ESL began to be used in the nation's public schools in the late 50's and early 60's. The audio-lingual method the military had developed in teaching foreign languages to their personnel was first adopted in teaching ESL to adults at home and abroad. Later, when schools introduced ESL classes for non-English speaking students, it was this audio-lingual method that was used. The content of instruction was basically an adaptation of material initially developed for adults.

   Historically, ESL instruction in public schools has been, to a greater or lesser degree, an expression of the assimilationist melting pot theory. The newest thinking and practice in ESL, however, goes beyond the goals of the melting pot. It recognizes and makes use of the student's skills in the primary language and knowledge of the primary culture as tools in learning English and in the acquisition of the core culture of American society. Muriel Saville-Troike points out in her excellent book, Foundations for Teaching English as a Second Language, how the primary language a non-English-speaking student uses can be utilized in teaching him English and providing equal educational opportunity.

4. Special programs: Bilingual-Bicultural Education. Of more recent origin than ESL classes, bilingual-bicultural programs focus both on what limited-English-speaking students have as well as on what they do not have. While introducing students systematically to the English language, such programs make use of the language and culture the students bring with them to school. They lead students from competency in the oral skills of their native language to competency in the written skills of that language. They teach subject matter in the primary language so that students need not fall behind in school

because they do not speak English. And as functional abilities in English increase, subject matter is taught in English as well as in the primary language. The students' own primary language and culture is fostered and reinforced, while they are being introduced to the English language. The traumatic cultural shock of confronting a school conducted wholly in an undecipherable language is avoided. The students see the school as an institution knowledgeable in their language and understanding of their culture, and thus they gain positive feelings, both of themselves and of the school. These feelings aid them in learning English, in succeeding in the academic subjects, and in staying in school to complete their education.

CHAPTER 2
STATE BOARD OF EDUCATION POSITION ON BILINGUAL-BICULTURAL EDUCATION

On June 20, 1974 the Nevada State Board of Education adopted a Position Paper on Bilingual-Bicultural Education stating the educational principles on which Bilingual Education is based and the goals inherent in such programs.

1. Text of Position Paper

In January of this year, the United States Supreme Court, by unanimous vote, overturned a lower court decision in behalf of students who do not speak English. The justices said, "There is no equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education."

The need for a meaningful education for the non-speaker of English has long been recognized by certain segments of the educational society. However, most attempts to provide such an education have been directed toward the intensive learning of English to the exclusion and downgrading of the students mother tongue and consequently to that culture of his home and parents. Thus students already at a disadvantage educationally are further demeaned and frustrated.

Concern at the regional and national level gave rise to the enactment of Title VII of the Elementary and Secondary Education Act, commonly known as the Bilingual Education Act. This Act provides monies for the education of non-English speakers in English but also in their mother tongue as well. By intent it is expected that the language facility of the preschool years will be taken advantage of in teaching the basic skills including the eventual acquisition of English language skills.

Nevada has always had a conglomerate of language and cultural communities represented among its people and in its history. Over the years some cultural and language groups have been assimilated into the "melting pot" of the dominant society. However, for many this transition has not taken place and it is highly questioned as to whether it should. The "melting pot" hypothesis is being challenged and advocates of cultural pluralism feel it should be replaced by the "mosaic" hypothesis - a recognition that one of America's greatest strengths lies in the many kinds of people who live here, each with his own contribution to America.

The Nevada State Board of Education hereby states its position relative to the education of non-speakers of English, residents and citizens of the State.

a) *Educators and education must recognize that a child's first language is his best medium for learning.*

> *"To change a child's medium of instruction is surely to change his culture; is not culture bound up with language? And if the language should disappear, can the culture remain? Everyone must have his own orientation to life, and language provides the most natural means of reacting to life. In the deepest things of the heart, a man or woman turns naturally to the mother tongue; and in a child's formative stages, his confidence in that tongue must never be impaired."* (R. E. Davis)

b) *Educators and education must recognize that a child's sense of being and pride is related to the acceptance and mutual respect of language and cultures.*

> *"Educators must be continually alert to the difference in languages, values, customs, the whole cultural heritage, and seek to understand the students they teach as real people with all the feelings, attitudes, and emotional responses that make them behave the way they do. Most important is the realization that one way of life or one language for communication is not better nor superior, and not 'more right' than another."* (Miles V. Zintz)

c) *Teaching a child in his first language should be considered as the development of a natural resource.*

> *"Where English has been forced in the classroom, these experiences have not resulted in bi-lingualism, as early educators had expected, but in non-lingualism--a people illiterate, for all practical purposes, in two languages."*

d) *Three major goals should be considered as basic to any bilingual-bicultural program:*

1) *The elimination of educational handicap for non-English speaking children;*

2) *The preparation of individuals who can effectively speak, read and write in two languages, and who are familiar with the values and heritage of two cultures; and*

3) *The development in students of respect, not tolerance, for cultural and social difference.*

e) *The home is the primary source for the nurturing and learning of language and culture, therefore the position taken for the bilingual-bicultural education of children applies as well to the adult population regardless of age.*

2. Goals of Position Paper and Common Goals of Nevada Education

In 1971 the State Board of Education adopted a statement of goals for Nevada education. All of the ten goals stated in Common Goals of Nevada Education apply to all students in Nevada, English-speaking and limited-English-speaking alike. But at least four of them relate directly to the

principles and goals stated more recently in the State Board of Education Position Paper on Bilingual-Bicultural Education: Intergroup Acceptance, Motivation to Learn, Self-Understanding and Acceptance, and Mastery of Basic Skills.

Goal Area 1: Goals related to the individual's vocational development

HUMAN NEEDS: Physiological safety

a) Fostering Creativity:

Full education should give every individual opportunity and encouragement to be creative in one or more fields of endeavor.

b) Vocational Productivity:

Full education should help every individual understand the opportunities open to him for preparing himself for a productive life and should enable him to take full advantage of these opportunities.

c) Continuing Education:

Full education should help every individual to prepare for a world of rapid change and unforseeable demands in which continuing education throughout his adult life should be a normal expectation.

Goal Area 11. Goals related to the individual's social development, most generally as required for assuming the role of a citizen.

HUMAN NEEDS: Affiliation and esteem

a) Intergroup Acceptance:

Full education should help every individual acquire understanding and appreciation of persons belonging to social, cultural, and ethnic groups different from his own.

b) Motivation to Learn:

Full education should help every child acquire a positive attitude toward school and toward the learning process.

c) Citizenship and Social Competence:

Full education should help every individual acquire the habits and attitudes associated with responsible citizenship and acceptance of his role in society.

Goal Area 111. Goals related to the individual's self-fulfillment

HUMAN NEEDS: Self-actualization, cognitive and aesthetic

a) Self-understanding and Acceptance:

Full education should help every individual acquire the greatest possible understanding of himself and an appreciation of his worthiness as a member of society.

b) *Mastery of Basic Skills:*

Full education should help every individual acquire, to the fullest extent possible, mastery of the basic skills in the use of words and numbers.

c) *Physical and Emotional Health:*

Full education should help every individual acquire good health habits and an understanding of the conditions necessary for the maintenance of physical and emotional well-being.

d) *Intellectual Development:*

Full education should help every individual to understand and appreciate as much as he can of human achievement in the sciences, the humanities, and the arts.

A close study of Common Goals of Nevada Education will show further relationships between it, the State Board of Education Position Paper on Bilingual-Bicultural Education, and Educating Nevada's Limited-English-Speaking Students. Both of these latter documents are statements of how those ten goals can be achieved for limited-English-speaking students.

CHAPTER 3
FEDERAL INVOLVEMENT IN THE EDUCATION OF LIMITED-ENGLISH-SPEAKING STUDENTS

Federal involvement in the area of the education of the limited-English-speaking students in the United States has been both extensive and influential. Federal laws, federal court decisions, and federal agencies' directives have made explicit the schools' obligation in educating students whose primary language is not English and have pointed the way to improved educational programs for them.

1. Federal Legislation

a) Title VI of Civil Rights Act of 1964

Title VI of the Civil Rights Act of 1964 forbids discrimination on the basis of race, color, or national origin in any federally assisted program. It is a congressional mandate to insure that federal monies are spent only in a non-discriminatory way: "No person in the United States shall, on the ground of race, color, or national origin be excluded from participating in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance."

Title VI of the Civil Rights Act of 1964 has been the legal basis both for the May 1970 HEW "Memorandum to School Districts With More Than Five Percent National Origin-Minority Groups" and for the January 1974 Supreme Court decision in the case of Lau v. Nichols.

b) Bilingual Education Acts of 1968 and 1974

With the 1968 Bilingual Education Act (Title VII of the Elementary and Secondary Education Act of 1965) the federal government began to aid school districts in developing programs to meet the educational needs of limited-English-speaking students. Funding was provided for planning and developing bilingual-bicultural programs, for preservice training, and for the operation of bilingual programs.

The Bilingual Education Act of 1974 was more explicit in its intent and design than the 1968 Act which it superseded. Both the need for bilingual education and the congressional policy regarding it are clearly stated in the 1974 legislation.

> *Sec. 702(a) Recognizing --*
> *"(1) that there are large numbers of children of limited English-speaking ability;*

"(2) that many of such children have a cultural heritage which differs from that of English-speaking persons;
"(3) that a primary means by which a child learns is through the use of such child's language and cultural heritage;
"(4) that, therefore, large numbers of children of limited English-speaking ability have educational needs which can be met by the use of bilingual educational methods and techniques; and
"(5) that, in addition, children of limited English-speaking ability benefit through the fullest utilization of multiple language and cultural resources."

The Congress declares it to be the policy of the United States, in order to establish equal educational opportunity for all children (A) to encourage the establishment and operation where appropriate of educational programs using bilingual educational practices, techniques, and methods, and (B) for that purpose, to provide financial assistance to local educational agencies, and to State educational agencies for certain purposes, in order to enable such local educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the preschool level, which are designed to meet the educational needs of such children; and to demonstrate effective ways of providing for children of limited-English-speaking ability, instruction designed to enable them, while using their native language, to achieve competence in the English language.

The 1968 Act specified that the children served have to be from low income families. The 1974 Act removed that criterion, thus enabling larger numbers of language minority children to be aided.

The 1974 Act defined legislatively for the first time what constitutes a bilingual education program. It described bilingual education as

instruction given in, and study of, English and to the extent necessary to allow a child to progress effectively through the educational system, the native language of the children of limited-English-speaking ability, and such instruction is given with appreciation for the cultural heritage of such children, and, with respect to elementary school instruction, such instruction shall, to the extent necessary, be in all courses or subjects of study which will allow a child to progress effectively through the educational system.

The 1974 Act stipulates that in art, music, and physical education children of limited-English-speaking ability should be placed in regular classes. The act also provides monetary support for bilingual programs, supplemental community activities, training programs, fellowships, planning for programs, and technical assistance.

c) Equal Education Opportunity Act of 1974

This act declares that all public school children are entitled to

equal educational opportunity regardless of race, color, sex, or national origin. The law lists six acts that constitute denial of equal educational opportunity. One of them is "the failure by an educational agency to take appropriate action to overcome language barriers that impede equal participation by its students in its instructional program." The act does not spell out, however, the kinds of instructional programs which would constitute appropriate action to overcome language barriers.

2. Federal Court Decisions

a) Lau v. Nichols (1974)

The case of Lau v. Nichols was a class action suit charging the San Francisco Unified School District with failure to provide all non-English speaking students with equal educational opportunity. The plaintiffs contended that their rights had been abridged under the U.S. Constitution, the California Constitution, Title VI of the Civil Rights Act of 1964, and provisions of the California Education Code.

After four years of litigation in which the U.S. District Court in San Francisco and the U.S. Circuit Court of Appeals ruled against the plaintiffs, the case was sent to the Supreme Court.

The Supreme Court denied the argument that to provide non-English speaking students with the same facilities as their English speaking peers constitutes equal treatment and equal educational opportunity. The Court wrote:

> *Basic English skills are at the very core of what these public schools teach. Imposition of a requirement that before a child can effectively participate in the educational program he must already have acquired these basic skills is to make a mockery of public education. We know that those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful.*

The Court did not specify a particular remedy. It mentioned bilingual instruction in Chinese or special training in English. The case was returned to the U.S. District Court in San Francisco for determination of an appropriate remedy to end the educational discrimination. The text of the Lau decision can be found in Appendix A.

b) Federal Court Decisions After Lau

The Supreme Court handed down its decision in Lau v. Nichols in January of 1974. During the remainder of that year, three other significant federal court cases pertaining to the education of limited-English-speaking students were decided.

(1) Keyes v. Denver Unified School District. On April 5, 1974, a U.S. District Court held that the Lau Decision demonstrates that it is "ineffective to require non-English-speaking children to

learn a language with which they are unfamiliar, and at the same time acquire normal basic learning skills which are taught through the medium of that unfamiliar language."

(2) Serna v. Portales New Mexico School District. On July 19, 1974 a U.S. Court of Appeals gave its decision in a case admitted by both parties to be exactly like Lau. It ruled that bilingual instruction was the only appropriate remedy under the Lau decision: "Under Title VI of the Civil Rights Act of 1964 appellees have a right to bilingual education." The Court went on to say that "a student who does not understand the English language and is not provided with bilingual instruction is therefore effectively precluded from any meaningful education."

(3) Aspira v. Board of Education of the City of New York. On August 29, 1974 a U.S. District Court, relying on the Lau decision, ordered immediate implementation of a complete bilingual-bicultural program for nearly 200,000 Puerto Rican children in New York City.

In all the federal court decisions mentioned above, from Lau to Aspira, the intent of the courts has been to give equal educational opportunity to non-English-speaking or limited-English-speaking students. Bilingual education, one of the remedies specified by Lau and the sole remedy specified in Keyes, Serna, and Aspira, is conceived of as transitional in nature. The students' primary language is to be used in their education until they can function in a totally English educational setting. Intensive training in English must accompany instruction in the student's primary language.

3. Federal Agency Regulations and Guidelines

a) HEW 1970 Memorandum

On May 25, 1970, the Director of the Office for Civil Rights, Department of Health, Education, and Welfare issued a memorandum to "School Districts With More Than Five Percent National Origin-Minority Children." This memorandum was sent to over 325 such school districts across the nation. Two of these districts, Clark and Washoe, were in Nevada. The directives of the memorandum were based on Title VI of the Civil Rights Act of 1964.

The entire memorandum is of great significance in establishing the educational rights of limited-English-speaking students. Of its four directives, perhaps most significant for Nevada is the second which states that limited-English-ability students cannot be placed in programs for the mentally retarded solely on the basis of testing criteria "which essentially measure or evaluate English language skills."

The complete text of the memorandum follows:

Title VI of the Civil Rights Act of 1964, and the Departmental Regulation (45 CFR Part 80) promulgated thereunder, require that there be no discrimination on the basis of race, color, or national origin in the operation of any federally assisted programs.

Title VI compliance reviews conducted in school districts with large Spanish-surnamed student populations by the Office for Civil Rights have revealed a number of common practices which have the effect of denying equality of educational opportunity to Spanish-surnamed pupils. Similar practices which have the effect of discrimination on the basis of national origin exist in other locations with respect to disadvantaged pupils from other national origin-minority groups, for example, Chinese or Portugese.

The purpose of this memorandum is to clarify D/HEW policy on issues concerning the responsibility of school districts to provide equal educational opportunity to national origin-minority group children deficient in English language skills. The following are some of the major areas of concern that relate to compliance with Title VI:

(1) Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students.

(2) School districts must not assign national origin-minority group students to classes for the mentally retarded on the basis of criteria which essentially measure or evaluate English language skills; nor may school districts deny national origin-minority group children access to college preparatory courses on a basis directly related to the failure of the school system to inculcate English language guage skills.

(3) Any ability grouping or tracking system employed by the school system to deal with the special language skill needs of national origin-minority group children must be designed to meet such language skill needs as soon as possible and must not operate as an educational dead-end or permanent track.

(4) School districts have the responsibility to adequately notify national origin-minority group parents of school activities which are called to the attention of other parents. Such notice in order to be adequate may have to be provided in a language other than English.

School districts should examine current practices which exist in their districts in order to assess compliance with the matters set forth in this memorandum. A school district which determines that compliance problems currently exist in that district should immediately communicate in writing with the Office for Civil Rights and indicate what steps are being taken to remedy the

situation. Where compliance questions arise as to the sufficiency of programs designed to meet the language skill needs of national origin-minority group children already operating in a particular area, full information regarding such programs should be provided. In the area of special language assistance, the scope of the program and the process for identifying need and the extent to which the need is fulfilled should be set forth.

School districts which receive this memorandum will be contacted shortly regarding the availability of technical assistance and will be provided with any additional information that may be needed to assist districts in achieving compliance with the law and equal educational opportunity for all children. Effective as of this date the aforementioned areas of concern will be regarded by Regional Office for Civil Rights personnel as a part of their compliance responsibilities.

b) Lau Remedies

The Lau Remedies, prepared by a task force of educators, linguists, and Office for Civil Rights personnel and issued in the Summer of 1975, are the Office for Civil Rights guidelines for districts found out of compliance with the Lau v. Nichols decision. As a set of guidelines to remedy situations which have been determined to deny equal educational opportunity to limited-English-speaking students, the Remedies are not exclusive. But should a cited district choose not to follow the guidelines, it must prove that its educational program provides its students with equal educational opportunity.

The Lau Remedies consist of nine sections:

Identification of Student's Primary or Home Language,
Diagnostic/Prescriptive Approach,
Educational Program Selection.
Required and Elective Courses,
Teacher Requirements,
Racial/Ethnic Isolation and/or Identifiability of Schools and Classes,
Notification to Parents of Students Whose Primary or Home Language is Other than English.
Evaluation,
Definition of Terms.

The Guidelines require that limited-English-speaking students be evaluated by bilingual personnel familiar with the specific non-English language. This evaluation is to determine, first, the student's primary language and, second, his functional abilities in both English and the primary language. The school district must then diagnose the student's educational needs and prescribe a program of education designed to bring his performance up to the level of non-minority students.

After evaluating the language and diagnosing the educational needs of students, the school must next enroll them in one of the four programs:

a Transitional Bilingual Education Program, a Bilingual/Bicultural Program, a Multilingual/Multicultural Program or an English as a Second Language Program. ESL by itself is acceptable only at the secondary school level. Selection among the other three should be made on the basis of student needs. At all times in all of these programs the goal is that the student participate in the regular curriculum to the greatest extent possible.

The guidelines are minimal in nature. They recommend programs that would comply with the Lau decision, programs that would give equal educational opportunity to students who cannot compete in a monolingual English classroom.

Although the Lau Remedies were specially prepared for Office for Civil Rights investigations of school districts found not to be offering their limited-English-speaking students equal education, the document is of broader significance. It gives school districts the list of tasks to be accomplished to provide quality education for students speaking a language other than English. The recommendations made in this document lean heavily on the Lau Remedies. For this reason the entire text is reprinted in Appendix B, followed by flow charts prepared by CACTI (Cultural Awareness Center Trilingual Institute), the federally funded General Assistance Center which offers technical assistance to Nevada schools in the education of limited-English-speaking students. The flow charts cover the first three sections of the Lau Remedies and their application to elementary students and intermediate or secondary students.

4. Federal Reports on Bilingual Education

In 1976 the federal government issued two reports evaluating the status of bilingual education. The first to appear was the May report to the Congress by the Comptroller General of the United States, Bilingual Education: An Unmet Need. In this report a number of recommendations were made to U. S. Office of Education in order to improve the quality of bilingual instruction, of teacher training, and of testing instruments and teaching materials.

The second report, The Condition of Bilingual Education in the Nation, was the result of a congressional mandate (section 731 of Title VII, Elementary and Secondary Education Act), requiring that the U. S. commissioner of Education (1) assess the needs of persons of limited English-speaking ability and the extent to which the needs are being met; (2) report on the operation of the Bilingual Education Program and several other Federal programs--sections of the Emergency School Aid Act, the Vocational Education Act, the Adult Education Act, and the Library Services and Construction Act; (3) estimate how many teachers and other educational personnel are needed for bilingual education; and (4) describe the role of the HEW Regional Offices in bilingual programs.

Congress has also mandated another report to be submitted to the President and the Congress in February of 1978. This report will incorporate a survey to estimate the number of persons of limited English-speaking ability and a five-year plan for extending bilingual education to all persons of limited English-speaking ability.

ANNOTATED BIBLIOGRAPHY FOR PART ONE

1. EDUCATING LIMITED-ENGLISH-SPEAKING STUDENTS: THE RECORD

Abrahams, Roger D. and Rudolph C. Troike, eds. Language and Cultural Diversity in American Education. Englewood Cliffs, N.J.: Prentice-Hall, 1972.

This anthology of essays contains among its sections: The Problem, which is concerned with the teaching of linguistically and culturally different students; Cultures in Education, emphasizing the importance of the educator in helping children of all backgrounds through a better understanding of those various cultures; Language, which presents basic understanding concerning language acquisition, grammar, competence and performance, dialects, and the history of the English language; Sociolinguistics, dealing with the role of language in social interaction and with the effects of bilingualism and multilingualism.

Cadzen, Courtney, V. P. John and D. Hymes, eds. Function of Language in the Classroom. New York: Teachers College Press, 1972.

A compilation of articles addressing: perspectives in nonverbal communications; bilingualism and bidialectalism, and communicative strategies and their utilization in the classroom. This book is an endeavor to provide useful information on the functions of language in the classroom. Discusses social relationships and social change as integral problems of school as they relate to styles of teaching and styles of learning vis-à-vis language. The authors state that the key to understanding language in context is to start, not with language, but with context.

Cohen, Andrew D. A Sociolinguistic Approach to Bilingual Education. Rowley, Massachusetts: Newbury House, 1976.

This book reports the findings of a study of the effects of education on the Spanish-speaking in Redwood City, California. Covers such topics as bilingualism, testing bilinguals, school programs for bilinguals, Spanish and English language proficiency, and attitudes towards language and culture.

Fishman, Joshua A. "The Implication of Bilingualism for Language Teaching and Language Learning." In Albert Valdman (ed.), Trends in Language Teaching. New York: McGraw-Hill, 1966.

This excellent article presents a definition of bilingualism, a rationale for studying it, and some problems and profits arising from its presence.

Fishman, Joshua A., Robert L. Cooper, Roxana Ma, and others. Bilingualism in the Barrio. (Language Science Monograph, 7.) Bloomington, Indiana: Indiana University, 1971.

A detailed and theoretical sociolinguistic study of Puerto Rican bilingualism in the greater New York and Jersey City areas. While much of the work may be too technical for many teachers, this study is included because it gives a general overview of and background for sociolinguistic studies of bilingualism, and a thorough explanation of the field work design, collection of data, and interpretation of data.

Haugen, E. "The Stigmata of Bilingualism." In Anwar Dil (ed.), The Ecology of Language, Stanford, California: Stanford University Press, 1972.

For many people the definition of bilingualism is a euphemism for "linguistically handicapped". The author discusses the ambiguity present in the early literature of bilingualism: references to dangers of retardation, intellectual impoverishment, and schizophrenia, on the one hand, and the advantages of dual language and culture on the other. Excellent article for those interested in the more traditional perspectives regarding bilingualism.

Hymes, Dell, ed. Language in Culture and Society. New York: Harper and Row, 1964.

A major compilation of articles by noted anthropologists and linguistics dealing with integral issues as they relate to language and culture. The articles cover the broad, complex, and significant fields of linguistic problems as they are related to anthropological concerns. The themes covered can be summarized as follows: the evaluation of differences and similarities among languages; the significance of linguistic patterns for the basic outlook of a people; the relation between a people's vocabulary and their own interests; how speaking enters into norms of interaction among persons; and how social factors enter into linguistic change.

Jensen, J. Vernon. "Effects of Childhood Bilingualism." Elementary English Part I: 39.2:132-43 (Feb. 1962); Part II: 39.4:358-66 (April 1962).

Extensive research review of negative and positive evidence regarding the effects of bilingualism on such areas as speech, intellectual and educational development, and emotional stability. Includes a section of procedural and attitudinal recommendations for elementary schools, a section evaluating the literature, and a bibliography of some 200 references.

Lado, Robert. Linguistics Across Cultures: Applied Linguistics for Language Teachers. Ann Arbor, Mich.: University of Michigan Press, 1957.

Describes how to compare two languages and predict difficulties that will be encountered by a learner of a second language. Contrasts sounds, structures, vocabularies, and writing systems of two languages.

Lambert, Wallace E. "A Social Psychology of Bilingualism." Journal of Social Issues 23.2:91-109 (1967).

Classic paper integrating sociopsychological research regarding bilingualism and the social influences affecting individual bilingual behavior. The article also deals with sociopsychological aspects of second language learning.

Mackey, W. F. Bilingualism as A World Problem. Montreal: Harvest House, 1967.

The discussion in this text should be of interest to administrators, teachers, and parents, who wish to acquire a broader perspective on bilingualism. The book is divided into three parts: the first attempts to expose bilingualism as a global problem as the author distinguishes between the bilingual individual and the bilingual country; the second part traces political factors as important elements in the universality of bilingualism; the third part discusses all factors which make bilingualism universal.

Mackey, W. F. "The Description of Bilinguelism." Canadian Journal of Linguistics 7:2.51-85 (1962).

Traces the development of major definitions of bilingualism through a discussion of who is bilingual and what it means. Makes reference to such areas of language contact and usage as: home language, community language, occupation group, recreation group, and school language.

Padilla, A. M. and E. Liebman. "Language Acquisition in the Bilingual Child." The Bilingual Review 2:162.34-55 (1975).

Excellent article concerned with the simultaneous acquisition of Spanish and English in three children. The authors compare this study with monolingual language acquisition studies. Authors found no evidence in the language samples that might suggest an overall reduced or slower rate of language growth for the bilingual children of the study.

Pialorski, Frank, ed. Teaching the Bilingual. Tucson, Arizona: University of Arizona Press, 1974.

This is a collection of articles addressing vital issues in bilingual/bicultural education, bicultural understanding, measurement of bilingualism, and program implementation. The various perspectives (linguistic, socio-cultural, and pedagogical) offered by the authors, long involved in bilingual/bicultural schooling, will give administrators and teachers insights into a wide range of multi-disciplinary approaches in bilingual and bidialectal education.

Saville, Muriel and Rudolph C. Troike. A Handbook of Bilingual Education. Washingron, D.C.: TESOL, 1971.

Addressed to teachers and administrators, this handbook is a practical guide for those working in bilingual programs. The authors review the history and fundamental considerations of bilingual education and consider the linguistic, psychological, sociocultural, and pedagogical problems involved. Each section contains a good bibliography.

Saville-Troike, Muriel. Bilingual Children: A Resource Document. (Bilingual Education Series, 2) Arlington, Va.: Center for Applied Linguistics, 1975.

The main focus of this resource book is to provide as succinctly as possible information on the issues of bilingualism and child language acquisition from an early childhood perspective. It is a wealth of well-documented references to, and discussions about, the Mexican American, Puerto Rican, and Native American child. The document points out some of the misunderstandings which occur between members of majority and minority cultures which may hamper the development of the bilingual child. Extensive bibliography appended.

Spolsky, Bernard, ed. The Language Education of Minority Children: Selected Readings. Rowley, Mass.: Newbury House, 1972.

Articles discuss issues crucial to bilingual/bicultural education, i.e. the expectations of language education, sociolinguistic perspectives, language assessment, and curriculum.

Troike, Rudolph C. and Nancy Modiano, eds. Proceedings of the First Inter-American Conference on Bilingual Education. Arlington, Virginia: Center for Applied Linguistics, 1975.

Compilation of papers presented at the first Inter-American Conference on Bilingual Education, in Mexico City, November 1974. The authors (social scientists, educators, linguists, and government officials from the United States, Canada, and Latin America) present a wide range of viewpoints on critical issues of bilingual/bicultural education. Among the topics are: Goals and Models for Bilingual Education, Teaching the Second Language, Teaching the Mother Language, Development of Materials for Bilingual Education, Research in Bilingual Education.

Turner, Paul R., ed. Bilingualism in the Southwest. Tucson, Arizona: University of Arizona Press, 1973.

Focusing on the Mexican-American and the American Indian, this book has a number of articles concerning bilingualism and bilingual education in the Southwest. Discusses general problems and methods and includes an essay emphasizing the future needs of the fields of bilingualism and bilingual education.

Ulibarri, Horacio. "Bilingualism." In Emma Marie Birkmaier, ed., Britannica Review of Foreign Language Education, Vol. 1. Chicago, Ill.: Encyclopedia Britannica, 1968, pp 229-258.

The author discusses the nature of bilingualism, the interrelationships between bilingualism and biculturalism, the problems faced by educators in handing the situation, and the implications for teachers. The relationship of bilingualism to acculturation and biculturism is noted, as are studies concerning these areas and others, including testing and social class stratification.

United States Commission on Civil Rights. A Better Chance to Learn: Bilingual-Bicultural Education. Washington, D.C.: United States Commission on Civil Rights Clearinghouse Publication No. 51, 1975.

This is a good introduction to the whole area of educating the limited-English-speaker. It has an excellent 15-page historical survey of American schools and the limited-English-speaking student, a comparison between ESL and Bilingual-Bicultural Education, program structures of Bilingual-Bicultural Education, and a section on Federal and state laws. This came out in May 1975 before the Lau Remedies.

United States Commission on Civil Rights. From 1971 to 1974 the Commission published a series of six booklets on the education of Mexican Americans in the Southwest:

Report I: Ethnic Isolation of Mexican-Americans in the Public Schools of the Southwest (April 1971)

Report II: The Unfinished Education (October 1971)

Report III: The Excluded Student (May 1972)

Report IV: Mexican-American Education in Texas: A Function of Wealth

Report V: Teachers and Students (March 1973)

Report VI: Toward Quality Education for Mexican-Americans (February 1974)

2. FEDERAL INVOLVEMENT IN THE EDUCATION OF LIMITED-ENGLISH-SPEAKING STUDENTS

Comptroller General of the United States. Bilingual Education: An Unmet Need. U.S. General Acccunting Office. Distribution Section, P. O. Box 1020, Washington D.C. 20013. May 1976.

This is the Comptroller General's report to the Congress, assessing the effectiveness of bilingual programs. The main conclusion is that, due to lack of adequate plans on the part of the U.S. Office of Education, little progress has been made toward identifying effective ways to provide bilingual instruction, toward training teachers for bilingual programs and toward developing suitable teaching materials.

Geffert, Hannah, Robert J. Harper, II, Salvador Sarmiento, and Daniel Schember. The Current Status of U.S. Bilingual Education Legislation. Arlington, Virginia: Eric Clearinghouse on Languages and Linguistics. Center for Applied Linguistics, 1975.

This 124-page booklet gives an overview of federal court decisions and legislation affecting Bilingual Education. It covers all the state statutory provisions as of May 1975.

Grant, Joseph. " Bilingual Education and the Law: An Overview." Austin, Texas: The Dissemination and Assessment Center for Bilingual Education.

Describes federal involvement in the education of limited-English-speaking students, covering court cases (including Lau and the cases that followed it) and HEW regulations. A good brief (24 pages) treatment of the area.

National Assessment and Dissemination Center. The Condition of Bilingual Education in the Nation: First Report by the U.S. Commissioner of Education to the President and Congress. National Assessment and Dissemination Center, 385 High Street, Fall River, Mass. 02720. November 1976.

This publication fulfills the mandate of section 731 of Title VII, Elementary and Secondary Education Act by outlining the federal role in bilingual education since 1968. It covers the following areas: history and rationale, quantifying the need, resources required, bilingual programs, evaluation, and administration of federal bilingual programs. Of special interest is the summary of fourteen federal programs that support bilingual education or other special programs for limited-English-speaking students.

Steinman, Edward H. "The Lau v. Nichols Supreme Court Decision of 1974." Catesol Occasional Papers, Number 2, Fall, 1975: Redwood City, California.

Edward H. Steinman was the attorney for the non-English-speaking Chinese-American children in Lau v. Nichols. This article is the transcript of Steinman's testimony before the California State Assembly which sketches the history of the Lau case and the legal foundation for Bilingual Education.

Teitelbaum, Herbert and Richard J. Hiller. "Trends in Bilingual Education and the Law" (can be obtained from Southwest Educational Development Laboratory, 211 East Seventh Street, Austin, Texas).

This is a paper prepared for the June 1976 National Conference on Research and Policy Implications of the Lau Remedies by the two attorneys in the Aspira case. The paper covers all the federal court decisions and comments on the force and effect of the Lau Remedies.

United States Commission on Civil Rights. A Better Chance to Learn: Bilingual-Bicultural Education. Washington, D.C.: United States Commission on Civil Rights Clearinghouse Publication No. 51, 1975.

This is a good introduction to the whole area of educating the limited-English-speaker. It has an excellent 15-page historical survey of American schools and the limited-English-speaking.

PART TWO

EDUCATIONAL PROGRAMS THAT FULFILL THE MANDATE

CHAPTER 4

COMMON CRITERIA FOR INSTRUCTIONAL PROGRAM FOR LIMITED-ENGLISH-SPEAKING STUDENTS

The Nevada Department of Education offers the following criteria in the hope of helping districts to approach the task of providing equal access to quality education for all its limited-English-speaking students. These criteria are suggested for a district's use in determining whether its total instructional program and/or any program specifically designed for limited-English-speaking students are fulfilling the letter and spirit of federal laws, court decisions, and agency guidelines.

1. Pupil Personnel Services

Pupil Personnel Services -- orientation, counseling, assessment, career education, psychological and health services -- should be delivered in a meaningful way to meet the needs of limited-English-speaking students. The district should provide these services to limited-English-speaking students to aid them in making choices, solving problems and improving planning in the areas of educational, vocational, social, personal, and emotional problems.

A counselor of the same primary language and cultural background is desirable where significant numbers of limited-English-speaking students warrant it. Elsewhere the district may rely on a counselor familiar with the language and culture.

The counselor should coordinate the accumulation and the use of meaningful information -- via the student's primary language -- about each student, and assist students, teachers, and parents in the interpretation of this information. He should also be responsible for making the limited-English-speaking students and their parents aware of special services available outside the scope of the school as well as for making referrals to the various agencies within the community.

2. Instructional Personnel

The total instructional program of limited-English-speaking students should be delivered by instructional personnel aware of how the students' primary languages and cultures relate to their education. Instructional personnel involved directly with the language education of these students should be, whenever possible, native or at least fluent speakers of the primary language.

3. Placement in Special Education Programs

At no time should limited-English-speaking students be placed in programs for the mentally retarded on the basis of criteria essentially measuring English language skills. Students should be placed in Special Education only after culturally unbiased testing in the primary language.

4. Use of Student's Primary Language

A student's primary language is his best medium of instruction. If he is taught in his primary language, he can concentrate on what he is to learn and not on the linguistic means whereby he is to learn it. Therefore, the primary language should be used to the extent necessary and/or possible, as a medium of either classroom or supplementary instruction until the student has the English skills needed to function successfully at his grade level.

This means using Spanish, for example, as a medium of classroom instruction in a bilingual program, where the number of Spanish-speaking students warrant such a program. Where the number of students does not warrant it, Spanish should be used on a more individualized basis as a medium of supplementary instruction in those subjects in which it is needed. Supplementary instruction consists of explaining academic subjects in the student's primary language. It relies on help sessions and small group instruction. It acts as a support system for the limited-English-speaking student, compensating for the communication difficulties he has in a basically English-speaking classroom. These practices will ensure limited-English-speakers equal access to quality education and allow them to keep up with their studies at their grade level.

5. Choice of Bilingual or English as a Second Language Instruction

A district should choose between instructional programs focusing on English language skills only or bilingual-bicultural programs on the basis of the number of identified limited-English-speaking students (their primary language, language proficiency levels, and educational needs). If a district has twenty or more students of the same primary language with no English ability or little English ability (i.e., in the monolingual other language or the predominantly other language, some English categories; see page 37 for explanation of these categories), at approximately the same grade level, a bilingual-bicultural program should be selected. In districts where there are less than twenty such students or where there are twenty students who speak different primary languages, English as a Second Language instruction, either as a formal class or as support activities supplemented with as much use of the primary languages as necessary and/or possible should be initiated. For further elaboration of this criteria, see the Lau Remedies, Section III, Education Program Selection, reprinted on page 85 of this document.

6. Use of Student's Primary Culture

Elements of the student's primary cultural heritage should be incorporated into the instructional program, either as a formal class subject in bilingual programs or as supplementary studies and activities where the number of students does not warrant bilingual instruction.

7. Adequate Home Notification

All forms sent by the schools, from report cards to notification of school activities, should be translated for the parents of limited-English-speaking students into their primary languages.

CHAPTER 5
BILINGUAL-BICULTURAL PROGRAMS

The Office for Civil Rights Lau Remedies describes a bilingual-bicultural educational program as "a program which utilizes the student's native language and cultural factors in instructing, maintaining and further developing all the necessary skills in the second language and culture. The end result is a student who can function, totally, in both languages and cultures." Bilingual-Bicultural Education is a comprehensive approach to the education of limited-English-speaking students. The primary goal of all bilingual-bicultural programs is to provide equal educational opportunity for those students whose lack of proficiency in English does not allow them to succeed in a monolingual English curriculum. In accomplishing this goal such programs seek to remove educational handicaps for the non-English-speaking students, to prepare individuals conversant with two languages and two cultures, and to develop in students positive respect for cultural difference. It provides more than training in the English skills of listening, speaking, reading and writing. In the primary grades, for example, students are taught the cognitive subject matter areas, such as mathematics, science and social studies, first in their primary language. Primary language skills appropriate to the students' age and grade level are taught as well as English as a Second Language.

All bilingual-bicultural programs share to a greater or lesser degree the following elements:

a) The primary language of the limited-English-speaking students, as well as English, is used as a medium of instruction.

b) A systematic program of instruction is offered to develop the students' general communicative skills in their primary language.

c) At the same time, a systematic program of instruction in English as a Second Language is offered.

d) The historical and cultural heritage of the limited-English-speaking students is taught.

e) The non-English dominant community and parents are involved in the planning, advising and evaluation of the total program.

Bilingual programs differ in the extent to which the primary language is taught as a subject and is used as a medium for academic instruction.

1. Transitional Bilingual-Bicultural Instruction

Educational programs that fall into this category utilize the students' home language in the primary grades so that they can get used to school and/or learn subject matter. When they have attained a sufficient command of English, they are expected to receive all further instruction in English. Fluency and literacy in the mother tongue are not maintained or developed. It is a program whose purpose is to help the students make the transition into English.

Transitional bilingual-bicultural programs are essentially compensatory, intended to bring the limited-English-speaking students to a level of English proficiency at which they can function in a totally monolingual English curriculum. Oral fluency and literacy in both languages are not equally stressed. Rather, the aim is to use skills developed in the primary language as a bridge to the acquisition of English skills. Subject area instruction begins totally in the primary language. But as the students become more fluent and literate in English, English becomes progressively more and more the medium of instruction until, finally, English entirely replaces the primary language. When the students are able to handle all subjects in English, the transitional bilingual program ceases. Thus, there is a gradual and thorough transfer of language skills from the native language to English. This lasts one, two, or three years, depending upon how long the students need to acquire enough mastery of English to succeed in a monolingual English curriculum.

Transitional bilingual-bicultural instruction would be suitable when the identified limited-English-speaking students have little or no functional ability in English

2. Partial Bilingual-Bicultural Instruction

Educational programs that fall into this category seek to help students achieve fluency and literacy in two languages -- English and their primary language. Instruction in the primary language is usually restricted to specific areas of study, generally those related to the ethnic group and its cultural heritage. Science and mathematics are the content areas that are usually taught in English only.

Such an approach fosters in the limited-English-speaking students pride in their ethnic heritage. It also enables them to maintain language skills in their primary language which may be useful for future education and/or employment. English, however, gradually becomes the dominant language, and the students become integrated completely in the English curriculum with the one exception of their ethnic heritage studies.

Partial bilingual-bicultural instruction would be suitable when the identified limited-English-speaking students already have some abilities in English, abilities which allow them to succeed in the English curriculum with the help of a structured ESL program.

3. Full-Maintenance Bilingual-Bicultural Instruction

Educational programs that fall into this category present all subject areas

in two languages, English and the primary languages. Fluency and literacy are developed and maintained in both languages. Full maintenance bilingual-bicultural instruction is the most thorough form of Bilingual-Bicultural Education. It is most likely to produce "a student who can function, totally, in both languages and culture."

Such a program provides benefits not only for limited-English-speaking students but for monolingual English-speaking students as well. Full maintenance bilingual-bicultural instruction offers English-speaking students the opportunity to experience first hand the meaning and benefits of cultural pluralism. Both English-speaking and limited-English-speaking students can be enrolled together: academic subjects and language development are taught in both languages. Where such programs have been initiated, the educational, language, and cultural benefits for both groups have been significant. A prominent example is the Coral Way School in Dade County, Florida. This first bilingual-bicultural program to be initiated in twentieth century America began in 1962.

Such a program is most suitable in the beginning primary grades. In kindergarten and in the first grade language skills can be taught most efficiently to students, a lasting positive attitude toward themselves and their education can be developed, and a cross-cultural understanding, respect and insight can be most readily formed. A district may choose, however, to initiate a full maintenance bilingual-bicultural program at any grade level at which there are sufficient limited-English-speaking and native-English-speaking students who wish to enroll. Such a program should be presented by the district to English-speaking students and their parents for the advantage it brings: an educational, language, and cultural enrichment opportunity which will allow them to better understand themselves and their home culture as well as the language and culture of another significant ethnic group in the American pluralistic society.

CHAPTER 6
ENGLISH AS A SECOND LANGUAGE PROGRAMS

The Office for Civil Rights' Lau Remedies defines an English as a Second Language (ESL) program as "a structured language acquisition program designed to teach English to students whose native language is not English."

1. Goals of ESL Instruction

The general aim of ESL instruction is to develop in limited-English-speaking students English language skills equivalent to their English-speaking peers at the same grade levels. The ESL program is designed to meet urgent and immediate needs: needs of surviving in an English speaking school environment. In this context, it attempts to accomplish the following specific goals:

a) To enable students to acquire English language skills appropriate to their grade level as rapidly as possible.

b) To orient students to the cultural patterns of American life so they can participate fully in the classroom, the school, and the community.

c) To develop students' awareness of cultural diversity and to encourage pride in their own bilingualism and biculturalism.

d) To enable students to make progress in their academic subjects as nearly comparable as possible to that of English-speaking students by providing them, whenever possible and necessary, with supplementary materials, instruction, and tutoring in their primary language.

2. Types of ESL Programs

Instruction in English as a Second Language can be implemented in different curriculum settings: as the sole special class for limited-English-speaking students in a monolingual English school, as a series of support activities in grade level or subject area classes in schools which do not have enough limited-English-speakers to constitute a separate class period for them, or as a necessary class component of a bilingual-bicultural program. These options will be discussed here.

a) ESL as sole special class

In schools where only a few students speak the same primary language or where students speak various primary languages, classes in ESL should be implemented. They should be held daily for at least

forty-five minutes. This minimum amount of time should be expanded when necessary: for example, forty-five minutes a day is not sufficient for totally non-English-speaking students.

One example of expanding the time given to ESL instruction is High Intensity Language Training (HILT). HILT is described in the Lau Remedies as "a total immersion program designed to teach students a new language." Limited-English-speaking students spend the entire school day learning the English skills of listening and speaking, reading and writing. A HILT program recognizes the fact that such students cannot benefit from a monolingual English curriculum until they can function sufficiently in English to understand the instruction. Until they can compete on an equal basis with the English-speaking students (that is, until their command of English is such that they have an equal chance to succeed in a monolingual English curriculum) they remain in a HILT program.

A HILT program uses the same instructional materials and techniques as ESL, but totally surrounds the students in an English speaking environment for the entire school day. Depending on the assessed needs and nature of the limited-English-speaking student population, a district may choose to initiate a HILT program during the school year or during the summer months. The length of any HILT program depends on the time needed to bring the students up to the grade level competence in English equivalent to their English-speaking peers. Although a HILT program, as mentioned above, spans the total school day, a school district might determine that a modified HILT program could serve the needs of the students. In such a case, students would receive intensified English training for at least half of the school day.

b) ESL as support activities in grade level or subject area classes

In schools with too few limited-English-speaking students to implement a formal ESL class, an ESL specialist, a classroom teacher, or other auxiliary school personnel should provide English support instruction. Such support instruction should be directly related to the content areas the students are studying. Muriel Saville-Troike's Foundations for Teaching English as a Second Language, especially pages 78-79 and 82-128, specifies numerous approaches and methods. Districts will have to ensure that their teachers know and use methods of adapting subject matter material for limited-English-speaking students. Districts which find themselves in this situation should see that their teachers receive appropriate inservice training.

c) ESL as an integral part of bilingual-bicultural instruction

The study and practice of English skills is an essential component of any bilingual-bicultural instructional program. The acquisition and development of English speaking, reading and writing skills is essential if the students are to become truly bilinguals, able to function in two languages.

ANNOTATED BIBLIOGRAPHY FOR PART TWO

BILINGUAL EDUCATION: GENERAL

Andersson, T. and M. Boyer. Bilingual Schooling in the United States. (2 vols.) Austin, Tex.: Southwest Educational Development Lab., 1970.

Excellent and readable historical overview of societal and cultural factors that have influenced bilingual schooling in the U.S. A major focus of these volumes is an explanation of the Bilingual/Bicultural Education Act of 1968 and proposed guidelines. The authors have also provided a general overview of earlier bilingual programs across the U.S.

Benitez, M. "Bilingual Education: the What, the How, and the How Far." Hispania 54:499-503 (Sept. 1971).

Introductory article on the components of a bilingual/bicultural program and organizational procedures for such. Discusses information on teaching Spanish and English skills, and offers insights on the development of a cultural component in the curriculum.

Bilingual Education Act: Hearing Before the General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, Ninety-third Congress. Washington, D.C.: Government Printing Office, 1974.

Three bills concerning education of the limited English speaking child, teacher training for bilingual education programs, qualifications for schools receiving federal aid for bilingual education, and expansion of programs of bilingual education.

Bilingual Education: An Unmet Need. Washington, D.C.: General Accounting Office, 1976.

An assessment of how bilingual education was or was not carried out under the 1968 Bilingual Education Act. Current needs are outlined and possible guidlines discussed.

Center for Applied Linguistics. Guidelines for the Preparation and Certification of Teachers of Bilingual/Bicultural Education. Arlington, Va.: Center for Applied Linguistics, 1974.

This brief statement is intended to assist teacher certification agencies and educational institutions in the establishment of certification standards for bilingual/bicultural education teachers, as well as the design and evaluation of bilingual/bicultural teacher training programs.

Engle, Patricia Lee. The Use of Vernacular Languages in Education: Language Medium in Early School Years for Minority Language Groups. (Bilingual Education Series, 3) Arlington, Va.: Center for Applied Linguistics, 1975.

Excellent reference on materials relating to the possible advantages of initial reading and subject matter in a child's native language before introducing him to instruction and reading in his second language. Discussion on major issues and recommendations of two basic language learning approaches: the Direct Method and the Native Language Approach. Detailed description of four studies relating to teaching initial reading and subject matter in a child's first language.

Fishman, Joshua A. Bilingual Education. Rowley, Mass.: Newbury House, 1976.

Presents an international perspective on bilingual education from the standpoint of educational as well as sociological needs. Of practical interest to teachers are thumbnail sketches of ten bilingual schools outside of the United States.

Fishman, Joshua A. "The Politics of Bilingual Education." In James E. Alatis (ed.), Bilingualism and Language Contact: Anthropological, Linguistic, and Sociological Aspects. (Georgetown Univ. Monograph Series on Language and Linguistics, 23) Washington, D.C.: Georgetown University, 1970.

Discusses the possible role of language scholars and language teachers in influencing bilingual education legislation. Suggests some techniques and approaches suited to the initial organizational stage of a bilingual education lobby, and highlights pertinent political issues that reconceptualize what America is and what it should do.

Geffert, Hannah, Robert Harper, Salvador Sarmiento and Daniel M. Schender. The Current Status of U.S. Bilingual Education Legislation (Bilingual Education Series, 4.) Arlington, Va.: Center for Applied Linguistics, 1975.

This is a historical overview and explanation of legislation that has influenced America's "language tradition." It cites specific legislation at the state and federal level in effect as of Spring 1975, and mentions, as well, court decisions, such as the Lau vs. Nichols decision.

Pena, Albar. "Bilingual Education: The What, the Why and the How?" NABE 1.1: 27-34 (1976).

Gives a brief explanation of the Bilingual Education Act of 1968 and the 1974 amendments, explains the needs for bilingual education in the U.S., and comments on the role that must be played by parents, teachers, school administrators and the general public.

Saville, Muriel and Rudolph C. Troike. A Handbook of Bilingual Education. Washingron, D.C.: TESOL, 1971.

Addressed to teachers and administrators, this handbook is a practical guide for those working in bilingual programs. The authors review the history of and fundamental considerations in bilingual education, and consider the linguistic, psychological, sociocultural, and pedagogical problems involved. Each section contains an excellent bibliography.

Trueba, Enrique T. "Bilingual/Bicultural Education: An Overview." In L. J. Rubin (ed.), Handbook on Curriculum. Boston: Allyn & Bacon, 1975.

Excellent historical overview of bilingual schooling in the U.S., including developments up to the 1974 Bilingual/Bicultural Education Act amendment. The article raises issues that are critical to those involved in bilingual education, such as: what are the criteria used to identify children eligible for bilingual education?; and does bilingual education respond to the expectations of ethnic groups?

The author perceives bilingual/bicultural education as a multidisciplinary and cross-cultural field that draws from psychology, sociology, anthropology, pedagogy, and linguistics. Other concerns discussed are teacher-training, research, and evaluation.

von Maltitz, Frances Willard. Living and Learning in Two Languages: Bilingual-Bicultural Education in the United States. New York: McGraw-Hill Book Co., 1976.

The most recent overview of developments in Bilingual/Bicultural Education. Author presents historical and sociological perspectives in Bilingual Education; a concise rationale for bicultural education; discussions on the Bilingual Education Act of 1968 and the 1974 Amendment; and descriptions of methodological approaches in the bilingual classroom.

PART THREE

INITIATING PROGRAMS THAT FULFILL THE MANDATE

INTRODUCTION

Introduction

To initiate educational programs throughout Nevada that will fulfill the goals of the State Board of Education Position Paper on Bilingual-Bicultural Education and that will comply with federal laws, court decisions, and agency guidelines, the Nevada Department of Education recommends that school districts accomplish the following tasks. Accomplishing these tasks will ensure that all of Nevada's limited-English-speaking students will have equal access to quality education.

a) Identification of all limited-English-speaking students by primary languages and by language proficiency levels and the assessment of their educational needs.

b) Assessment of the school district's capabilities in curriculum, programs and personnel, both available and attainable, to meet the educational needs of its limited-English-speaking students.

c) Parental and community involvement in all phases of program planning and implementation.

d) Selection and implementation of instructional programs for limited-English-speaking students.

e) Process and produce evaluations of instructional programs for limited-English-speaking students.

In the chapters that follow each of these tasks will be discussed in some detail.

CHAPTER 7
IDENTIFICATION AND NEEDS ASSESSMENT

The initial step in planning instructional programs for limited-English-speaking students is the identification of all such students in the district and the determination of their particular educational needs.

1. Student Intake Form

   To identify all limited-English-speaking students, each school district should have on its student intake forms an item that would indicate a student's primary language if it is other than English. The student's primary language, if it is other than English, can often be determined at the time of the initial school interview.

   Also, there should be on the form an item to indicate the student's level of language proficiency in both the primary language and in English. Five suggested language proficiency levels are listed and defined below as they appear in the Lau Remedies.

Monolingual other language (O)

"Monolingual speaker of the language other than English: speaks the language other than English exclusively."

Predominant other language, some English (OE)

"Predominantly speaks the language other than English: speaks mostly the language other than English, but speaks some English."

Bilingual (OE)

"Bilingual: speaks both the language other than English and English with equal ease."

Predominant English, some other language (OE)

"Predominantly speaks English: speaks mostly English, but some of the language other than English."

Monolingual English (E)

"Monolingual speaker of English: speaks English exclusively."

2. Determining Language Proficiency Levels

Placing a student in one of the foregoing language proficiency categories cannot always be accomplished at the initial intake interview. The assessment of O and E students will usually require only brief questioning, but for those students who fall somewhere between "monolingual other language" and "monolingual English" more extensive means of evaluation may have to be used: individual teacher judgment, home and school language preference questionnaires, and language dominance tests. Determining as exactly as possible the language proficiency level of each student will serve as a sound basis for selecting the most effective and appropriate instructional programs.

a) Classroom Teacher Judgment

A teacher's knowledge of the student's primary language and the teacher's sensitivity and judgment at times may be adequate to assess a student's language proficiency level. But since this kind of assessment is a subjective one, the Department of Education suggests that it be followed by the use of one or more of the objective measuring instruments explained below: home and school questionnaires or language dominance tests.

b) Home, School, and Student Language Preference Questionnaires

Home, school, and student language preference questionnaires are devised to help determine which of the two languages, English or the primary language, the student uses more frequently. Determining from parents, teachers, and from the student himself which language he prefers to use will aid in placing the student more exactly in the appropriate language proficiency category.

Examples of a home language and school language preference questionnaires prepared by the Federally funded CACTI Lau Center in Albuquerque, New Mexico, are offered by way of suggestion. School districts should adapt them to their own needs, translating the home questionnaire into the appropriate languages and making additions and deletions as advisable.

In addition to these brief forms, the Federally funded BABEL/LAU Center in Berkeley, California, has developed a longer, more detailed form, Home Language Questionnaire in English, Spanish, Philipino and Chinese. Copies can be obtained from the center at no cost and can be reproduced for use by a district or school.

HOME LANGUAGE PREFERENCE QUESTIONNAIRE

HOME LANGUAGE PREFERENCE

NAME _____ DATE _____

Because we feel you are the best source for supplying the required information, we ask your cooperation in filling out this questionnaire. Please check one response for each question.

Ya que le consideramos a usted la persona más capacitada para dar la siguiente información, le pedimos su cooperación en llenar este cuestionario. Por favor dé una respuesta para cada pregunta.

Person completing questionnaire
Persona que responde al cuestionario

Father-padre ____
Mother-madre ____
Guardian-guardián ____
Brother-hermano ____
Sister-hermana ____

Children-niños Name-nombre	Escuela que asiste School attending	Año Grade	Primer idioma que aprendió el niño First language learned by child	Idioma que habla el niño mas frecuentemente en casa Language used most often at home by child	Idioma que usa el niño para comunicarse con otros niños Language child uses most often with other children

	Home Language Idioma del hogar	English Inglés
1. What language do you consider your home language? ¿Qué considera que sea el idioma de su hogar?	_____	_____
2. What language does the mother prefer to use at home? ¿Qué idioma prefiere la madre usar en casa?	_____	_____
3. What language does the father prefer to use at home? ¿Qué idioma prefiere el padre usar en casa?	_____	_____
4. What language do you prefer to use when speaking to other family members? ¿Qué idioma prefiere usted usar cuando habla con otros miembros de la familia?	_____	_____
5. When other family members speak to you in English, in what language do you prefer to answer? Cuando otros miembros de la familia le hablan a usted en inglés, ¿en qué idioma prefiere responder?	_____	_____
6. When other family members speak to you in home language, in what language do you prefer to answer? Cuando otros miembros de la familia le hablan a usted en el idioma del hogar, ¿en qué idioma prefiere responder?	_____	_____
7. What language do you prefer other family members use when speaking to you? ¿Qué idioma prefiere que usen otros miembros de la familia cuando hablen con usted?	_____	_____

SCHOOL LANGUAGE PREFERENCE QUESTIONNAIRE

SCHOOL LANGUAGE PREFERENCE
Teacher Observation

Student Name _____ Date _____
Teacher _____ Grade _____
School _____

In responding to the following questions, you are asked to give your honest opinion. Please try to answer every question. Check one response for each numbered question.

	Home Language	English
1. In class the student prefers to speak	_____	_____
2. When spoken to in English he responds in	_____	_____
3. When spoken to in his home language he responds in	_____	_____
4. What language do his close friends speak most frequently?	_____	_____
5. What language does he speak to his friends most frequently?	_____	_____
6. His vocabulary is greater in	_____	_____

Check one response for each question	Partial	Total	None
1. To what extent does a child exhibit comprehension when asked a question			
In English	_____	_____	_____
In home language	_____	_____	_____
2. In conversation and discussion to what extent does a child use			
English	_____	_____	_____
home language	_____	_____	_____

	Always	Almost Always	Sometimes	Almost Never	Never
3. How often does the child use home language when he cannot express ideas in English?	_____	_____	_____	_____	_____
4. How often does the child use English when he cannot express ideas in his home language?	_____	_____	_____	_____	_____
5. How often does the child insert English words or slang when speaking in home language?	_____	_____	_____	_____	_____
6. How often does the child insert home language words or slang when speaking in English?	_____	_____	_____	_____	_____

In your opinion and based on your daily observations of this child, which of the following characteristics is most indicative of his language function?

Speaks only home language	Speaks mostly home language	Speaks both languages equally	Speaks mostly English	Speaks only English
_____	_____	_____	_____	_____

STUDENT LANGUAGE PREFERENCE QUESTIONNAIRE

STUDENT LANGUAGE PREFERENCE

Name _____ Date _____

School _____ Grade _____

In responding to the following questions you are asked to give your honest opinion. Please answer every question. Check one response for each numbered question.

	Home Language (Specify)	English
1. What was your first acquired language?	_____	_____
2. In class you prefer to spe[illegible]	_____	_____
3. When spoken to in your home language you respond in	_____	_____
5. What language do your friends speak most frequently?	_____	_____
6. What language do you speak to your friends most frequently?	_____	_____

	Always	Almost Always	Sometimes	Almost Never	Never
7. How often do you insert English words or slang when speaking in home language?	____	____	____	____	____
8. How often do you insert home language words or slang when speaking in English?	____	____	____	____	____
9. How often do you use English to express ideas?	____	____	____	____	____
10. How often do you use home language to express ideas?	____	____	____	____	____

11. In your opinion, do you

Speak Only Home Language	Speak Mostly Home Language	Speak Both Equally	Speak Mostly English	Speak Only English
____	____	____	____	____

c) Language Dominance Tests

Language dominance tests are devised to measure objectively a student's proficiency or functioning level in a particular language. A number of commercially prepared tests, most measuring only English proficiency, some measuring English and another language, have been developed in recent years. Both Clark and Washoe Counties have developed tests of English proficiency for the purpose of placing limited-English-speaking students in their respective ESL programs.

The Center for Applied Linguistics has issued an annotated bibliography of such tests. This is reproduced in Appendix C.

3. Educational Needs Assessment

Determining their language proficiency in English and the primary language is the first step toward obtaining a realistic view of the educational needs of limited-English-speaking students. The second step consists of obtaining and evaluating, when available, previous academic records and testing results. Further, interviews with parents will be most useful in determining the nature of their children's present abilities and needs.

4. Program Coordinator

Depending on the size and student population of a district, a teacher, counselor, or administrator, on a full or part-time basis, could be given the responsibility of conducting and/or coordinating the activities involved in student identification and needs assessment.

The program coordinator should have the following qualifications:

a) Fluency in another language, preferably one spoken by a number of the district's limited-English-speaking students.

b) Sensitivity to the special needs of students whose primary language is not the language used in the school.

c) Experience in teaching a foreign language, ESL or bilingual education and some knowledge of applied linguistics.

The program coordinator should take on the following duties and responsibilities:

a) Review of student intake forms.

b) Determination of language proficiency levels.

c) Assessment of the educational needs of the limited-English-speaking students and recommendation of instructional programs for them.

d) Assessment of the school districts' available and attainable resources in the areas of staffing, materials and curriculum offerings which could be used to meet the language, educational and cultural needs of all limited-English-speaking students.

e) Contact with parents of limited-English-speaking students to ensure their input in planning and implementing programs.

CHAPTER 8
ASSESSMENT OF SCHOOL DISTRICT'S CAPABILITIES

1. Staff, Materials, and Curriculum Assessment

Once a school district has determined the number, language proficiency levels, and educational needs of its limited-English-speaking students, it should assess its own resources, both present and attainable, in the areas of staff, materials, and curriculum offerings which could be used to meet the language, educational, and cultural needs of these students.

Providing such students with equal access to quality education is not only a matter of initiating isolated programs. A district should examine ways in which its total curriculum can be made meaningful to students whose primary languages are not English. Specifically, this means that the total educational program should be assessed, that teaching methods and styles should be examined, and that qualities of instructional personnel which would aid in educating students from other language and cultural backgrounds should be determined.

Too often schools in America have not been aware of nor adapted to the specific needs, learning styles and cultural patterns of students who are not members of the middle class mainstream. Students who do not bring to school the expected English proficiency or cultural values have often been considered "deprived" or "disadvantaged." In this view the other languages and cultures which the students do bring to school, are not considered significant or relevant to their education. In fact, they are considered hindrances. The school, however, should realize that the languages and cultures its non-English-speaking students bring with them are in fact positive factors on which it can build. By reexamining classroom methods and giving new insights to its instructional personnel, the school can provide positive and meaningful education for its limited-English-speaking students.

2. Qualifications of Instructional Personnel

In assessing its capabilities to meet the language, educational, and cultural needs of its identified limited-English-speaking students, a school district should be aware of a number of qualities desirable in instructional personnel (teachers, professionals, teacher aides, parents, community volunteers, youth tutors, etc.). The qualifications, listed below and adapted from the Center for Applied Linguistics "Guidelines for the Preparation and Certification of Teachers of Bilingual-Bicultural Education," will be applicable in differing degrees to the various types of personnel and to the various kinds of instructional programs in which they participate.

a) A thorough knowledge of the theory and practice of English as a Second Language and/or Bilingual-Bicultural Education.

b) A genuine concern for the education of students from different linguistic and cultural backgrounds.

c) Awareness of the various cultures reflected in the languages of the limited-English-speaking students.

d) A thorough knowledge of at least one language of the limited-English-speaking students, including adequate control of pronunciation, grammar, vocabulary, and the nonverbal aspects appropriate to the communication context.

e) An understanding of the basic concepts regarding the nature of language; the nature of bilingualism and the process of becoming bilingual; the structural differences between students' primary language and English, recognizing areas of potential interference and positive transfer; and theories of first and second language acquisition.

f) The ability to develop awareness in the learner of the values of cultural diversity; to assist students to interact successfully in a cross-cultural setting; to assist students to maintain and extend identification with the pride in their mother culture; to know the effect of different cultures on students' learning styles (cognitive and affective) and on their general level of development and socialization.

g) The ability to assist students to maintain and extend command of the primary language and English; and to pursue various teaching techniques chosen according to the needs of the students and demands of the subject matter.

h) The ability to facilitate contacts and interaction between the student's home and the school.

3. Preservice and Inservice Training for Instructional Personnel

All instructional personnel dealing with limited-English-speaking students should strive to possess the qualifications listed above. To ensure this, a district should make use of all preservice and inservice training activities available to it. The following suggested activities could well serve as the beginning of ongoing training for such instructional personnel

a) Self-Instructional Course in Teaching English as a Second Language

Instructional personnel can receive a basic orientation to ESL teaching by studying individually or in groups the five-unit texts, workbooks, and tapes of this programmed learning course. The course introduces teachers to ESL teaching methodology, to English oral communication skills; to the English sound system and the methodology of teaching it to non-native English speakers; and to the cultural context of language. Since it is a programmed, self-instructional course, it can be taken without prior training in ESL. The Nevada Department

of Education offers one unit of recertification credit for taking this course. Refer to Appendix D beginning on page 103 for an evaluation of the course and for specific suggestions on how to adapt it for teacher training.

b) Three Professional Books

These following books, in conjunction with the Self-Instructional Course in Teaching English as a Second Language, will give teachers a broad understanding of theory and practice of ESL, Bilingual-Bicultural Education and Multi-cultural Education. They could also easily serve as the basis of a district-initiated inservice course for interested teachers.

United States Commission on Civil Rights. A Better Chance to Learn: Bilingual-Bicultural Education. Washington, D.C.: United States Commission on Civil Rights Clearinghouse Publication No. 51, 1975.

This is a good introduction to the whole area of educating the limited-English-speaker. It has an excellent 15-page historical survey of American schools and the limited-English-speaking student, a comparison between ESL and Bilingual-Bicultural Education, program structures of Bilingual-Bicultural Education, and a section on Federal and state laws. This was published in May 1975 before the Lau Remedies.

Finocchiaro, Mary. English as a Second Language: From Theory to Practice. New York: Regents, 1974.

Newly revised practical guide to curriculum planning, lesson planning, adaptation of materials and language testing. Discusses specific techniques for teaching pronunciation, grammar, reading and writing. Appendix contains useful definitions, an extensive bibliography.

Saville-Troike, Muriel. Foundations for Teaching English as a Second Language. Englewood Cliffs, N.J.: Prentice-Hall, 1976.

A new discussion of the linguistic, psychological and cultural aspects of teaching English as a second language. Of special use to the teacher with no special training in ESL are chapters on survival skills for teachers and students, the role of ESL in bilingual education, strategies for instruction, and preparation for teaching. This new book stresses how instruction in English should relate to the academic subject areas.

c) Federally Funded Assistance Programs

The federal government is currently funding two types of assistance programs to aid school districts in staff training and program development for limited-English-speaking students. Under both the Bilingual Education Act of 1974 and Title IV of the 1962 Civil Rights Act, the federal government has established General Assistance Centers. Three General Assistance Centers currently have responsibilities in Nevada. Under Title IV of the 1962 Civil Rights Act: (1) CACTI (Cultural Awareness Center Trilingual Institute), located at the University of

New Mexico in Alburquerque, New Mexico, has responsibilities in the entire State. Under the Bilingual Education Act of 1974, (2) BABEL (Bay Area Bilingual Education League), located at 2168 Shattuck Avenue in Berkeley, California, serves northern Nevada, and (3) the Institute for Cultural Pluralism, located at San Diego State University in San Diego, California, serves southern Nevada. Districts may contact the appropriate center or centers to receive assistance in staff training as well as in program planning.

4. Funding for Instructional Programs

Inherent in a school district's obligation of taking "appropriate action to overcome language barriers that impede equal participation by its students" (Equal Educational Opportunity Act of 1974) is the obligation of financing appropriate programs. It should be remembered that State monies are allocated to school districts on the basis of the number of students. Thus, a district is given the same amount for the education of a limited-English-speaking student as for a native-English-speaking student.

Nevertheless, there are a number of federal sources which school districts can use to obtain funding for instructional programs for its limited-English-speaking students. In The Condition of Bilingual Education in the Nation, mentioned in Chapter Three, fourteen federal programs concerned with meeting in various ways the special educational needs of limited-English-speakers are discussed. Some of these programs, such as Title VII of ESEA (Elementary and Secondary Education Act) and ESAA (Emergency School Aid Act) have specific legislative requirements to support bilingual education. Other programs, such as Title I of ESEA, though not designed specifically to provide bilingual instruction, may do so as necessary to accomplish their own objectives. A list of those current federal programs of most interest to local school districts follows:

a) Bilingual Education Act, ESEA Title VII

The act authorizes the financial assistance for the following activities:

- discretionary grants to local educational agencies or to institutions of higher education (including junior or community colleges) applying jointly with one or more local educational agencies for the development and demonstration of bilingual education programs.

- grants or contracts to carry out training activities by a) institutions of higher education (IHE's) which apply, after consultation with, or jointly with one or more local educational agencies; b) local educational agencies; and c) State educational agencies (SEA's).

- the establishment, publication, and distribution by the Commissioner of suggested models of bilingual education with respect to pupil-teacher ratios, teacher qualifications, and other factors affecting the quality of instruction offered in such programs.

- fellowships for study in the field of training teachers for bilingual education.

- development of materials, curriculums, and other steps leading to the development of bilingual education programs.

- reform, innovation, and improvement in graduate education and in the structure of the academic profession.

b) Emergency School Aid Act

Under Section 708(c) of Public Law 92-318 (as amended by Public Law 93-390) ESAA Bilingual Grants may be awarded to local education agencies in which minority group children are not receiving an equal educational opportunity because of language and cultural differences. The grants are awarded for the purpose of developing or implementing bilingual/bicultural curriculums to improve the reading, writing, and speaking skills of minority group children from environments in which English is not the dominant language. The projects are also designed to enhance mutual interracial and interethnic understanding. To qualify for a Bilingual Grant a local educational agency has to be implementing an eligible desegregation or minority isolation plan and meet the requirements for a Basic Grant.

c) Vocational Education Act, Bilingual Vocational Training

The Bilingual Vocational Training Program authorizes grants and contracts for appropriate State agencies, local education agencies, post-secondary institutions, and private nonprofit vocational training institutions especially created to serve a group whose language is other than English. The purpose of the Bilingual Vocational Training Program is to provide persons who have left or completed elementary or secondary school, and who are unemployed or underemployed because they are limited-English-speakers, with training which will enable them to enter the labor market.

d) Adult Education Program

The Adult Education Act (Public Law 91-230) provides Federal assistance to expand educational opportunities and to encourage State-administered programs of adult public education that will enable any individuals 16 years of age or older to continue their education to at least the level of completion of secondary school. The Education Amendments of 1974 (Public Law 93-380) amended the Adult Education Act to provide for bilingual adult education programs for persons of limited-English-speaking ability.

e) Civil Rights Act, Title IV

Under the authority of sections 403, 404, and 405 of Title IV of the Civil Rights Act (CRA) of 1964, as amended, financial assistance is made available to provide awards for technical assistance, training institutes, and grants to school boards in connection with the desegregation of public elementary and secondary schools.

For the purposes of this act the term desegregation has a dual meaning:

(1) The assignment of students to public schools and within schools without regard to their race, color, religion, sex, or national origin, and

(2) The assignment of students to public schools and within such schools in a manner which will provide all students with an equal opportunity for effective participation in education programs despite any English language deficiencies resulting from environments in which the dominant language is other than English.

f) ESEA Title I

Title I of the Elementary and Secondary Education Act provides financial assistance to local educational agencies to expand and improve their educational programs by various means which contribute particularly to meeting the special educational needs of educationally disadvantaged children. Often Title I funds can be and are used for English as a Second Language, bilingual instruction, and bicultural enrichment activities.

g) Indian Education Act, Title IV

Bilingual education project grants are authorized under Title IV of the Indian Education Act for Indian tribes, organizations and State and local education agencies among others.

CHAPTER 9

PARENTAL AND COMMUNITY INVOLVEMENT

The success of any educational program requires the cooperation of five groups: school board, administrators, faculty, students, and community/parents. Programs for the limited-English-speaking are no exception.

Before initiating programs geared specifically for its limited-English-speaking students, a district should seek input from the community and from the parents of the identified students.

A district with significant numbers of limited-English-speaking students should form a parents' advisory board to focus parental input on all aspects of program planning, implementation, and evaluation. Such involvement will help bridge the gap that so often exists between the limited-English-speaking student's home and school experience. It will help the school more adequately reflect the values and priorities of the entire community and thus more fully meet the total spectrum of its needs. Naturally, if the goals and purposes of the programs coincide with parental wishes, there is a better chance that the programs will succeed.

There are a number of activities which a school district, through its program coordinator or other qualified personnel, can accomplish to ensure parental and community participation.

a) Providing parents and community with information on the various program choices for limited-English-speaking students through meetings, newsletters and notices.

b) Translating all such newsletters and notices into the primary languages of parents of limited-English-speaking students.

c) Making home visitations at the beginning and throughout the school year to keep channels of communication open between school and parents.

d) Encouraging members of the language minority community to visit the school, to observe and take part in its programs.

e) Enlisting parental and community involvement in planning what programs a district should initiate for its limited-English-speaking students. A district should determine, for example, whether the parents and community desire educational programs which accelerate the language and cultural assimilation of their children or which will foster, besides assimilation, the maintenance and/or development of the primary language and culture.

f) Enlisting parental and community involvement in implementing and evaluating programs for limited-English-speaking students.

CHAPTER 10
SELECTION AND IMPLEMENTATION OF INSTRUCTIONAL PROGRAMS

After a district has identified the number of limited-English-speaking students, has assessed both their needs and the district's capabilities in meeting those needs, and has determined the desires and priorities of the language minority community for the education of their children, it is ready to select and implement instructional programs.

1. Review of Planning Tasks

At this point in the planning, the following specific tasks should have been accomplished. Completion of these tasks prepares the district to select and implement programs that are educationally sound and hold promise of providing quality equal education.

IDENTIFICATION AND NEEDS ASSESSMENT

a) Appoint a program coordinator who will conduct or coordinate identification and needs assessment.

b) Determine number of limited-English-speaking students in the district.

c) Determine their primary languages.

d) Determine their language proficiency levels.

e) Determine their locations within the district and their grade levels.

f) Assess their educational needs by checking previous test scores and academic achievement records.

ASSESSMENT OF SCHOOL DISTRICT CAPABILITIES

g) Determine present staff capabilities in relation to future program implementation.

h) Determine present materials and current curriculum in relation to future program implementation.

i) Determine staff inservice training needs.

j) Assess possible future capabilities which the district could acquire in staffing, materials, and curriculum.

k) Elicit community awareness and obtain community support for future instructional programs to meet language, educational, and cultural needs of limited-English-speaking students.

l) Form a parents' advisory board to work with school district and program coordinator.

2. Selecting Instructional Programs

Now the district is ready to determine what specific program or programs should be implemented. The kinds of instructional programs for limited-English-speaking students have already been listed and described in Chapters 5 and 6: 1) Transitional Bilingual-Bicultural Instruction, 2) Partial Bilingual-Bicultural Instruction, 3) Full-maintenance Bilingual-Bicultural Instruction, 4) English as a Second Language as a Formal Class, and 5) English as a Second Language Support Activities in Grade Level or Subject Area Classes.

In selecting one or more of these programs, the district should be aware of the federal laws, court decisions and agency guidelines discussed in Chapter 3 and the criteria common to any instructional program for limited-English-speaking students offered by the Nevada Department of Education in Chapter 4.

3. Implementing Instructional Programs

a) Bilingual Education Instructional Models.

Important considerations for any bilingual program are the amount of time allocated to either language as the medium of instruction and the method of switching from one language to the other.

AMOUNT OF TIME ALLOCATED TO LANGUAGES

The following are approximations of the time used for English and for the primary language for instructional purposes during a school day. These approximations apply mainly to programs on the elementary level.

(1) Transitional Bilingual Programs

By definition, a transitional bilingual program is solely for limited-English-speaking students and begins with all instruction in the primary language. English is used only in the English as a Second Language component. As the students become more proficient in English, subject matter is taught progressively more and more in English. Finally, when the students have gained a functional proficiency in English, the entire curriculum is taught in English, and the transitional program ceases.

(2) Partial Bilingual Program

Partial bilingual programs seek to develop fluency in limited-English-speaking students in both English and the primary language. Such programs offer Social Studies, Fine Arts, and Culture and Folklore relating to the ethnic group in the primary language. Spanish language arts are, of course, taught in Spanish. A rough estimate of the time spent in either language follows:

AMOUNT OF TIME	30%	50%	20%
LANGUAGE	PRIMARY LANGUAGE	ENGLISH	ENGLISH
CONTENT AREAS	Language Arts Reading in Spanish Social Studies Fine Arts Culture and Folklore	English as a Second Language Social Studies Fine Arts Culture and Folklore	Mathematics Science

(3) Full-Maintenance Bilingual Programs

Full-maintenance programs presents to limited-English-speaking students education in all areas in two languages. Native English speakers can also be enrolled. The division of time for each language given below is based on a program with both types of students

AMOUNT OF TIME	50%	50%
LANGUAGE	PRIMARY LANGUAGE	ENGLISH
CONTENT AREAS	Language Arts Spanish as a Second Language Reading in Spanish Social Studies Culture and Folklore Fine Arts Science Mathematics	Language Arts English as a Second Language Reading in English Social Studies Culture and Folklore Fine Arts Science Mathematics

METHODS OF SWITCHING BETWEEN LANGUAGES

Implementing an instructional model for a bilingual program demands not only determining the relative amount of time English and the primary language are used as the language of instruction, also to be decided is the method of switching from one language to another when instruction in the same subject matter is to be accomplished in two languages.

In Transitional Bilingual Programs there is obviously no switching back and forth from English to the primary language. The whole thrust of the program is to have English replace the primary languages in the medium of instruction. Therefore, the only switching is from the primary language to English and this transfer takes place only to the extent to which the students become able to receive instruction in English. In Partial Bilingual programs, content areas are assigned to a specific language (for example, math and science in English and culture and folklore in the primary language). There is, therefore, no switching between languages.

A strategy for moving between languages applies basically to Full-Maintenance Programs, for in these the same subject matter is taught in both languages. There are three basic methods: concurrent, preview-review, and alternate.

a) The Concurrent Method

The concurrent method employs ongoing alternate transition of small segments of instruction. The subject matter is first taught in one language (either the students' primary language or English) and then translated into the other. The translation is not usually literal because very often the meaning of an utterance cannot be conveyed by a word-for-word rendering into another language. This means that the instructor needs an idiomatic command of both languages.

The use and effectiveness of this model is dependent on a number of factors: 1) whether or not the students are all bilingual, 2) the teacher's expertise in each language, and 3) the kind of lesson being taught (obviously it would not be suitable for a language or reading lesson in which skills are being taught in one language). There are, of course, other factors which would determine if the concurrent model should be chosen or not.

b) Preview-Review Method

In the preview-review method the lesson is taught to all students in detail, either in English or in the other language. But in addition, each language group (English and, for example, Spanish) receives a preview and review of the lesson in its own native language. The main pupose of this method is to allow all students to understand the lesson even though their command of the language being used is not thorough. This model would be time-consuming if used with all subject matter. It seems most suited for social studies.

c) Alternate Methods

Other methods are possible in which each language is designated as the medium of instruction on a regular basis switching either on a half-day, daily or weekly schedule. These variations allow each language to be used for an equal time as the medium of instruction. The sole exception to this would be the language arts and reading lessons in both languages. These would be taught, of course, completely in the respective languages.

1) Half-day Alternation

Usually, English is used as a medium of instruction in the morning. In the afternoon, the second language (Spanish, for example) is used. This procedure might shift so that every other week the second language would be the medium of instruction in the morning and English in the afternoon. This is important for balancing the amount of time spent in each language.

2) Daily Alternation

The five-day school week would be divided so that one language would be the medium of instruction for three days and the other language for two days. From week to week the division of days would be switched. Thus, the sechedule for a month might be as follows:

Monday	Tuesday	Wednesday	Thursday	Friday
				1 E
4 SL	5 E	6 SL	7 E	8 SL
11 E	12 SL	13 E	14 SL	15 E
18 SL	19 E	20 SL	21 E	22 SL
25 E	26 SL	27 E	28 SL	29 E

3) Weekly Alternation

English is used as the medium of instruction for one week and the second language for the next. The schedule for a month would be as follows:

Monday	Tuesday	Wednesday	Thursday	Friday
				1 E
4 SL	5 SL	6 SL	7 SL	8 SL
11 E	12 E	13 E	14 E	15 E
18 SL	19 SL	20 SL	21 SL	22 SL
25 E	26 E	27 E	28 E	29 E

MODELS FOR BILINGUAL EDUCATION

The U. S. Office of Education has identified four bilingual projects that could serve as models for school districts considering implementing bilingual instruction. In order to be considered as models, the projects were required to include instruction in English language skills for children limited in those skills, instruction in the customs and cultural history of the child's home culture, and instruction in the child's home language to the extent necessary to allow him to progress effectively through school. In terms of effectiveness, project participants had to show statistically and educationally significant gains in English language skills, as well as in subjects taught in the home language. The project had to have clearly definable and describable instructional and management components.

The bilingual project models approved as appropriate for national dissemination were:

a) Bilingual Education Program
Alice Independence School District
Alice, Texas

Spanish - In 1973-74 the project served 528 children in grades K-4 in four schools.

b) Aprendemos en Dos Idiomas
Title VII Bilingual Project
Corpus Christi, Texas

Spanish - In 1973-74 the project served 519 children in grades K-3 in three schools.

c) Bilingual Education Program
Houston Independent School District
Houston, Texas

Spanish - In 1973-74 the project served 1,550 children in grades K-12 in 8 elementary schools, one junior high, and one high school. (Validation of the program was for grades K-4 only.)

d) St. John Valley Bilingual Education Programs
Maine School Administrative District #33
Madawaska, Maine

French - In 1973-74 the project served 768 children in grades K-4 among the three school districts that cooperate in the project.

Thorough descriptions of the projects have been distributed through the Title VII Resource Centers in order to provide educators with models and ideas for implementing similar practices in bilingual education. School districts in northern Nevada should contact BABEL, 2168 Shattuck Avenue, Berkeley, California. Districts in the south should contact the Institute for Cultural Pluralism, San Diego State University, San Diego, California. The project descriptions include information on the context in which the projects have been developed and have operated, and the educational needs of those district's children, which the projects have helped to meet. The project descriptions serve as a source of ideas for project planners, teachers, administrators, school boards, and PTA's. These descriptions have been incorporated into Project Information Packages for each of the four projects, providing educators with complete information and guidance toward rapid development of nearly identical projects in school districts elsewhere. Plans were made by the Office of Education to field test the Bilingual Project Information Packages in schools in 1977-78.

2. English as a Second Language Instructional Models

a) ESL and Primary Languages and Cultures

An ESL class can focus solely on American English and American culture, discouraging the use of the students' primary language and ignoring their culture. But this is a narrow approach. It makes the school appear at best indifferent, and, at worse hostile, to the student, his parents, his home, and his ethnic community. Also, it can lessen or totally destroy the students' desire to learn English. English language acquisition is related to the student's effective responses to English speakers, and these responses are in part formed by the attitudes of English speakers toward the student's primary language and culture. Further, it can alienate the limited-English-speaking student from the school which has ignored his language and culture, contributing to his academic failure and eventual dropping out of school.

On the other hand, the school can make positive allowances for the student's primary language and culture. It can do this by using the cognitive and affective elements of the primary language and culture, by using instructional personnel who share

the student's language and culture, and by using tests, materials and language tutoring in the primary language to aid the student, when needed, in his academic subject areas. Such an approach makes use of bilingual and bicultural elements to strengthen and reinforce the student's English language instruction. Specifically, it employs the student's primary language as a medium of instruction or tutoring to aid him in subjects taught in the English language. This approach to English language instruction, then, will require some bilingual staff and some instructional materials in the student's primary language.

b) ESL and Communication and Academic Needs

Regardless of whether a district, based on the number of students, has initiated formal ESL classes or support English language activities, all English instruction should focus on the immediate needs of the students. These needs are two-fold: to communicate and to succeed academically in a monolingual English school. Instruction in English, then, should emphasize the specific skills needed to function successfully on the students' grade levels. It should be evident that these communicative and academic needs vary at different grade levels. Muriel-Saville-Troike in Chapter six of her Foundations for Teaching English as a Second Language emphasizes this. The kinds of English skills needed in the elementary differ from those needed in the high school years. In high school, for example, the formal English used in textbooks and lectures on subject matter should be stressed. In the elementary years, and especially in the early elementary years, instruction in conversational English is of higher priority.

ESL instruction should not be considered a separate subject, existing in isolation from the students' English experiences outside the ESL class. It should be integrated with subject matter instruction, reinforcing students' academic learning. ESL instruction exists to aid students in meeting their immediate needs of learning English both to communicate within the school and to learn subject matter taught in English. These two needs correspond to two optimum conditions for learning a second language. Successful language acquisition occurs when the language learner is motivated by real communicative needs and when the language is used as a means for learning something else and not learned in isolation for its own sake.

c) ESL Teaching Materials

In implementing an ESL program, whether as formal classes or as supplementary activities, a district should choose the kinds of instructional materials best suited to students. There is a wide variety of texts and supplementary materials available. In choosing suitable instructional materials, a district would do well to consider the texts and supplementary materials on the following list based on a selection by the Center for Applied Linguistics.

K-6/ESL Texts

- BUMPASS, Faye L. The New We Learn English. New York: American Book Co., 1968-69. Five books, $1.30-$1.40 each

  Elementary.

  Series in workbook format for primary students. Audio-lingual approach with limited vocabulary (858) to develop basic language skills. Games and songs included, and flash cards available. Teacher editions for each book. Teacher manual, about $1.80.

- BUMPASS, Faye L. We Speak English. New York: American Book Co. (Division of Litton Educational Publishing, Inc.), 1967. Book I, $2.00; Book II, $2.00. Paperback.

  Upper Elementary.

  Can be used as a continuation of The New We Learn English, or as beginning books (material contained in the lower elementary series is reviewed in We Speak English). Teachers' editions available.

- GONZALEZ-MENA, Janet. English Experiences. Silver Spring, Md.: Institute of Modern Languages, 1975. $29.95 for Teacher's Program Guide and 50 spirit masters sets.

  Pre-Elementary

  Consists of 50 "experiences" designed primarily to develop cognitive, affective, perceptual and motor skills in pre-school and kindergarten children while teaching English. The program consists of two components: a detailed and comprehensive book of lesson plans for the teacher and a children's activity book in spirit Duplicating Master form. Designed originally for Spanish-speaking children, so some cultural conversion materials may be necessary.

- KERNAN, Doris. Steps to English. New York: McGraw Hill, 1974-76. A & B, I-IV. About $3.

  K-6 Series

  A & B are pre-reading, I-IV incorporate reading. Teachers' editions, workbooks, cue cards and tape cassettes are available.

- MARQUARDT, William F., Jean H. Miller, and Eleanore Hosman. English Around the World. Glenview, Illinois: Scott Foresman, 1970. Pupils' Skills Books (Levels 1 through 6): $1.68-$2.00. Paperback.

Elementary, all levels.

A complete six-level course, very effective if the teacher reads and follows the guide. Especially suitable for teachers with no special training in ESL. Levels 1 and 2 have recently been revised. Activities books with supplemental tests (levels 1 and 2), practice pad and test book (level 3), display cards (levels 1-3), word cards (levels 2 and 3), record albums (levels 1 and 2), posters and teachers' guidebooks available.

K-6 ESL Supplementary Materials

- ALEXANDER, L. G. Look, Listen and Learn! An Integrated Course for Children. London: Longman, 1968-70. Four books, $3.00 to $4.00 each.

  Elementary through intermediate.

  A four-stage audio-visual course for beginning students age 9 and above. Texts, workbooks, structured readers, link readers, film strips, and tapes. Seven workbooks, $1.50 to $1.75 each, and eight readers, $0.75 to $1.25 each.

- DYKSTRA, Gerald, Project Director. Composition: Guided -- Free. New York: Columbia Teachers College Press, 1973. Four programs, $1.00 each.

  Intermediate.

  Not designed as ESL materials, but usable as composition supplement to an ESL program for grades 1-6. Composition through practice with model passages. Progressive development of writing skills. Four programs, somewhat overlapping, for students in primary grades. Teacher's manual.

- HAUPTMAN, Philip and John Upshur. Fun With English. New York: Macmillan, 1973. $1.75.

  Intermediate.

  A supplementary text designed for ages 10 and above, to be used with basic ESL course at intermediate level. Learning puzzles, anagrams, word games, "mystery" stories. Teacher's answer key and guide.

- ROBINETT, Ralph F., Paul W. Bell, and Pauline M. Rojas. Miami Linguistic Readers. D. C. Heath, 1970. About $0.88 per reader. Paperback.

  Lower Elementary.

  Two groups of attractive, colorfully illustrated books graded in difficulty, appealing to students through junior high, as

well as the first and second graders they were designed for. First goup (Big Book I) is a reading readiness unit. Teacher's manual and Seatwork book available for each reader; charts for Big Book I and II, placement tests, and a classroom kit (including word, phrase and sentence strips, hand puppets and a 12-inch, 33-1/3 record) are also available. Not specifically for ESL, but adaptable.

7-12 ESL Texts

- HALL, Eugene J., et al. Orientation in American English. Silver Spring, MD: Institute of Modern Languages, 1971-72. Six student textbooks, $3.00 each. Four workbooks, $2.00 each. Cassettes for first 4 levels, $45-$55 each set.

  Beginning through advanced.

  An integrated set of materials -- texts, workbooks, tapes, and graded readers -- using "Situational Reinforcement" to train students to assimilate vocabulary and structure in context of everyday experiences in America. Works toward immediate use of English in meaningful communication. Avoids intensive drillwork. Each level requires 80-100 hours of instruction. Teacher's manual available, but ESL training is desirable.

- MELLGREN, Lars, and Michael Walker. New Horizons in English. Addison-Wesley. Student books, about $2.50 each. Paperback.

  New series for high school students and above, to teach elementary and intermediate English. Text is based extensively on two-and-four color drawings, which provide materials for drills as well as conversation. Workbook, teacher's guide and cassette tapes are available for each of the six books in the series. Teacher's guides have detailed notes for the teacher inexperienced in ESL, and suggestions for experienced teachers also. There are sections in each unit of the student books which the student can do on his own, or in small groups.

- SLAGER, Wm. R., Project Director. English For Today, 2nd Ed. New York: McGraw Hill, 1972. Books I-VI, about $4.50 each. Paperback.

  Newly-revised edition of a series which has been used extensively in secondary school programs. The six books take the student up to a full command of spoken and written English. Detailed teachers' manuals are available, as is a set of picture cue cards for Book I. Writing is introduced early, and controlled composition exercises continue throughout the books.

- WARDHAUGH, Ronald, et.al. English for a Changing World. Glenview, Ill.: Scott, Foresman and Co., 1976. Six levels planned, four levels available now, $2.34 each.

Elementary through advanced.

A new comprehensive ESL course in six levels (first four now available) for secondary school students and young adults. Carefully sequenced, structured materials develop comprehension and speaking skills and introduce reading and writing at an early stage. Presents informal, natural English in a situational approach. Detailed annotated teacher's edition, $4.20 each level. Exercise, cue books, and cassettes available.

7-12 Supplementary Materials

- BODMAN, Jean, and Michael Lanzano. No Hot Water Tonight. New York: Collier Macmillan International. $3.95. Paperback.

  High school or older.

  Reader to accompany any beginning text, with structure carefully controlled. Vocabulary is more extensive than in most beginning readers; the authors feel that words necessary for survival in cities ought to be taught whether they are on basic word lists or not. The reading material follows the experiences of a group of people living in a tenement in a big city. Comprehension, structure and vocabulary exercises accompany each lesson. Especially useful for the teacher with no special ESL experience, and can be used by students independently of the teacher. Subject matter includes crucial cultural material like explanations of retail installment credit agreements, schedules, etc.

- DOTY, Gladys, and Janet Ross. Language and Life in the USA., 3 Ed. New York: Harper and Row, 1973. Vol. I, $5.95; Vol. II, $2.95. Paperback.

  Vol. I, Communicating in English, contains comprehension, grammar, pronunciation and writing exercises to help intermediate level students to understand spoken English and use English in speaking and writing. Useful appendices at end of book, also tear-out worksheets. Vol. II, Reading English, contains seventeen original readings on various aspects of American life which are excellent for newcomers; each reading is accompanied by word study, reading suggestions, and exercises. Books are rich in material, both cultural and linguistic, and can be used in a variety of programs for those who have some knowledge of English.

- JARAMILLO, Barbara L. Conventions in the Mechanics of Writing: A Language Laboratory Manual for Foreign Students. Pittsburgh: English Language Institute, University of Pittsburgh, 1971. $3.50.

  Thirty lessons in punctuation and the mechanics of writing, for the beginning or intermediate student. Student listens

to a taped lesson, then does a taped exercise. Tapes and cassettes necessary and available, cost about $50 per set.

- MATTHEWS, Patricia E.. and Sabahat Tura. Practice, Plan and Write, Books I and II. New York: American Book Co., 1973. $2.10 per book.

  Two separate volumes intended to form a complete course in writing for ESL students at the low-intermediate level in high school, college or adult education programs. Model paragraphs are used for imitation, grammatical explanations in block form. Exercises provide supplementary oral and/or written practice. Some attention to punctuation, simple rhetoric. Teacher's guide and key available.

- PAULSTON, Christina and Gerald Dykstra. Controlled Composition in English as a Second Language. New York: Regents, 1973. $1.95.

  English composition is taught through a series of structured exercises which are appropriate for the advanced intermediate to advanced ESL student on the high school level or above. Model paragraphs are unabridged original English. Appendix contains list of rules used in the text. Designed to prepare students for college writing.

- PIMSLEUR, Paul and Donald Berger. Encounters: A Basic Reader. New York: Harcourt Brace Jovanovich, 1974. $4.50. Paperback.

  Collection of simplified newspaper articles originally designed for disadvantaged students, but useful for students of ESL. Effective on junior and senior high school levels, can also be used in adult education classes. Basic vocabulary of 1,400 words, lots of photographs. Exercises in vocabulary and structure accompany each article.

Pronunciation and Conversation

- DOBSON, Julia M. and Frank Sedwick. Conversation in English: Points of Departure. New York: American Book Co., 1975. $3.00. Paperback.

  Designed for conversation as well as oral or written composition on the high elementary, intermediate or advanced level. Fifty scenes, with artists' renderings, are grouped arbitrarily and cut across many social strata, covering as many everyday situations as possible. Included in each unit are a drawing, topically related vocabulary list, questions on the drawing, points of departure for drawing students' own ideas out, and a list of topics for composition. The units may be studied in any order, thus offering maximum flexibility for various classroom situations.

- NILSEN, Don and Allen Pace Nilsen. Pronunciation Contrasts in English. New York: Regents, 1971. $2.25. Paperback.

  For all levels.

  Presents pronunciation exercises by problem, dealing with particular problems (like lack of /b/ - /v/ contrast) ESL students are likely to have. For each problem there are minimal pairs, minimal contrast sentences, and pronunciation exercises. Each lesson has a list of problem-area language backgrounds. Useful to teachers of Vietnamese students in that problems common to, and particular to, Vietnamese speakers can be dealt with specifically. Useful to the teacher with no special background in phonetics, as there is a glossary of special terminology, charts which show the position of the lips, tongue, etc., and sound locator charts.

Vocabulary

- BARNARD, Helen. Advanced English Vocabulary. Rowley, Mass.: Newbury House, 1971. About $4.50 per book.

  Series of seven workbooks (books 4A and 4B will be published soon) which teach the second and third thousand most common non-technical English words used in lectures, seminars, textbooks, newspapers, journals, radio and television. Each workbook contains the vocabulary to be learned and the vocabulary-completion test (which the student can correct himself). Each new word is introduced in context and is repeated a minimum of ten times throughout the workbooks. Series assumes a knowledge of the first thousand words, so is suitable for intermediate students. Can be used in programs for students of all ages.

- HORNBY, A. S. Oxford Advanced Learner's Dictionary of Current English, New Edition. New York: Oxford University Press, 1974. $8.95. Hardback.

  Universally used and respected dictionary for ESL students. 50,000 illustrative phrases and sentences. Every aspect of the dictionary is carefully designed to meet the needs of the ESL student. A lengthy introduction which explains how to use the dictionary; an extremely practical, useful guide to pronunciation; appendices of such aspects of English as irregular verbs, affixes, and geographical names; and attention throughout to providing contextual information all combine with other features to make the dictionary the most useful work available to the student.

McCALLUM, George P. Idiom Drills: For Students of English as a Second Language. New York: Crowell, 1970. $2.50.

For intermediate students in high school and above.

Contains a series of exercices (six units, five lessons in each unit) designed to teach 180 useful everyday idioms. At the end of each unit is a reading incorporating the idioms taught in the unit. The idioms are taught through dialogues, substitution drills and homework.

CHAPTER II
PROCESS AND
PRODUCT EVALUATION

Educational programs for limited-English-speaking students should be evaluated to determine how well their goals are being or have been achieved. Evaluation provides the ongoing feedback needed if programs are to continue to be responsive to student needs and are to continue to give equal access to quality education. The evaluation of a program should include the evaluation of its various goals and all its instructional processes. The program should be judged periodically during its operation to determine if any part or parts should be rearranged or removed. This kind of evaluation is called process evaluation. The program should also be judged at its conclusion to determine if it has accomplished the desired results. This kind of evaluation is called product evaluation. The program coordinator (with the assistance of counselors, instructional personnel, and parents) should be responsible for gathering the information needed to accomplish both process and product evaluations, both of student growth and development and of program design and implementation.

1. Evaluation of student growth and development

   The most important area of evaluation is that of student growth and development. This aspect of evaluation judges, first, the students' educational achievement both in language skills (English language skills and, in bilingual-bicultural programs, primary language skills as well) and in the subject matter areas.

   Achievement in these two areas can be measured by a number of processes, some impressionistic and others objective. A thorough evaluation will make use of as many methods as possible. Impressionistic methods of assessing student achievement include 1) teacher observation and judgment, 2) parental meetings to aid in determining the amount of English used outside of school and their child's educational growth, and 3) the assessment of students' willingness to use English within the school. Objective methods include 1) administering locally or nationally developed language proficiency tests on a pre-post test basis, 2) determining student performance in the regular school testing program, and 3) assessing how well students are able to keep pace with the regular school curriculum.

   Besides judging students' educational achievement, process and product evaluations should assess students' effective or attitudinal development in the areas of 1) positive self-image, 2) pride in their own cultural heritage, 3) awareness of American cultural values, and 4) positive attitude toward school and their education.

2. Evaluation of program design and implementation

A program initiated to meet the needs of limited-English-speaking students should be evaluated during its operation and at its conclusion to determine first, if it is or was the right kind of program to meet the identified students' needs (program design) and, second, if it is being carried out or has been carried out in all aspects as it was planned (program implementation). Program evaluation, therefore, should assess both the extent to which the specific goals developed at the program's outset are being or have been accomplished and the extent to which all elements of the program, organizational, instructional, and administrative, are being or have been actually implemented and are contributing or have contributed to achieving the goals of the program.

ANNOTATED BIBLIOGRAPHY FOR PART THREE

1. IDENTIFICATION AND NEEDS ASSESSMENT

BABEL (Bay Area Bilingual Education League). Bilingual Testing and Assessment. Berkeley, California, 1971.

The booklet, the result of a workshop on assessment and evaluation in Bilingual Education, examines in depth seven commonly used tests:

Wechsler Intelligence Scale for Children (WISC),
Comprehensive Tests of Basic Skills (CTBS),
Cooperative Primary,
Lorge-Thorndike,
Culture Fair Intelligence Test,
Michigan Oral Production Test, and
Peabody Picture Vocabulary Test.

California Board of Education. Bilingual-Bicultural Education and English-as-a-Second Language Education: A Framework for Elementary and Secondary Schools. Sacramento, California, 1974.

An important booklet detailing aspects of program organization and program designs for ESL and Bilingual Education. Covers assessment, staff, staff development, instruction, methodology, instructional materials, community involvement, and evaluation. Offers specific program designs for elementary and secondary levels.

Center for Applied Linguistics. Indochinese Refugee Education Guides: General Information Series: Testing English Language Proficiency. Arlington, Virginia, 1976.

Consists of an annotated bibliography of tests, a bibliography about testing, and principles for test construction and administration.

Illinois Board of Education. A Guide to the Development of Bilingual Education Programs. Chicago, Illinois, 1974.

This booklet details the tasks to be completed under the general headings of Deciding, Planning, Organizing, and Operating. Goes into some detail in the areas of program design, student grouping, and curriculum development.

Northwest Regional Educational Laboratory. Oral Language Tests for Bilingual Students: an Evaluation of Language Dominance and Proficiency Instruments. 710 S.W. Second Avenue, Portland, Oregon 97204.

An evaluation of 24 tests used in assessing oral language patterns of students who speak two or more languages. It should be a valuable aid for use in needs assessment, program planning and operation. Includes a discussion of the issues associated with assessing bilingual proficiency of students, along with references and a bibliography.

United States Commission on Civil Rights. A Better Chance to Learn: Bilingual-Bicultural Education. Washington, D.C.: United States Commission on Civil Rights Clearinghouse Publication No. 51, 1975.

This has a good section on preprogram student assessment on pages 103-119.

2. RESOURCE CENTERS

Title VII Bilingual Resource Centers

Listed below are the centers funded under Title VII of the Elementary and Secondary Education Act. They are of three types: Resource, Materials Development and Dissemination/Assessment.

Resource

Berkeley Resource Center, 1414 Walnut Street, Berkeley, CA 94709

Bilingual/Bicultural Resource Center, P O Box 3410 USL, Lafayette, LA 11201

Bilingual Education Resource Center, College of Education, University of New Mexico, Albuquerque, NM 87131

Bilingual Education Service Center, 500 South Dwyer Avenue, Arlington Heights, IL 60006

Multilingual/Multicultural Resource & Training Center for New England, 455 Wickenden Street, Providence, RI 02903

Regional Cross-Cultural Training & Resource Center, N.Y.C. Board of Education, Office of Bilingual Education, 110 Livingston Street, Room 224, Brooklyn, NY 11201

San Diego Resource Center, San Diego State University, Institute for Cultural Pluralism, San Diego, CA 92102.

Materials Development

Asian American Bilingual Center, 2168 Shattuck, Berkeley, CA 94705

Bilingual Materials Development Center, Camp Bowie (6800), Ft. Worth, TX 76107

California State Polytechnic Multilingual/Multicultural Development Center, University of Pomona, 3801 W. Temple Avenue, Pomona, CA 91768

Midwest Materials Development Center, Forest Home Avenue School, 1516 West Forest Home Avenue, Milwaukee, WI 53204

National Materials Development Center, 158 South River Road, Bedford, NH 03102

Native American Materials Development Center, Box 248, Ramah, NM 87321

Northeast Center for Curriculum Development, N.Y.C. Board of Education, Community S.D. #7, 778 Forest Avenue, Bronx, NY 10456

Santa Cruz Bilingual Materials Development Center, P O Box 601, University of Arizona, Tucson, AZ 84721

Spanish Curricula Development Center, 7100 N.W. 17th Avenue, Miami, FL 33147

Dissemination/Assessment

Bilingual Materials Dissemination Assessment Center at Fall River, 383 High Street, Fall River, MA 02720

Dissemination/Assessment Center for Bilingual Education, 6504 Tracor Lane, Austin, TX 78721

Type B General Assistance Centers ("Lau Centers")

These Centers are funded under Title IV of the Civil Rights Act. Their primary function is that of helping school districts not in compliance with the recent "Lau vs. Nichols" Supreme Court Decision to set up appropriate bilingual/bicultural education programs.

Centers

Bilingual Education Program, Berkeley Unified School District, 1414 Walnut Street, Berkeley, CA 94709

Bilingual General Assistance Center, Box 11, Institute for Urban and Minority Education, Teachers College, Columbia University, New York, NY 10027

Coalition of Indian Controlled School Boards, Inc., Suite 4, 811 Lincoln, Denver, CO 80203

Florida School Desegregation Center, School of Education, University of Miami, P O Box 8065, Coral Gables, FL 33124

Intercultural Development Research Association, 114 Glenview Drive West, Suite 118, San Antonio, TX 78227

Institute for Cultural Pluralism, San Diego State University, San Diego, CA 92182

Northwest Regional Educational Laboratory, Lindsay Building, 710 SW, Second Avenue, Portland, OR 97204

School of Education, Chicago State University, 95th Street at King Drive, Chicago, IL 60628

National Institute for Multicultural Education, P.O. Box 6801, Albuquerque, NM 87107.

3. BILINGUAL EDUCATION: SPECIFIC PROGRAMS AND CURRICULUM MODELS

Baratz, Joan C. and Janice C. Redish. "Development of Bilingual/Bicultural Education Models." Washington, D.C.: Education Study Center, 1973.

This report includes chapters on the goals of bilingual education, the development of theoretical models for bilingual education, and the realization of concrete educational models. Other subjects discussed include methodology, testing and measurement and teacher training.

Bell, Paul. "The Bilingual School." In J. Allen Figurel (ed.), Reading and Inquiry: Proceedings of the International Reading Association, 10. Newark, Del.: International Reading Association, 1965.

Describes the origin, organization, and implementation of a bilingual-bicultural curriculum for a public school in Miami, Florida. Goals for the program, community planning, staff organization, and curriculum development are lucidly presented.

Bernal, Ernest M., Jr. "Models of Bilingual Education, Grades K-3, for a Planned Variation Study." Arlington, Va.: ERIC, April 1974. (ED 097 157).

The article presents four different theoretical and methodological approaches to bilingual education. The Models are: the Behaviorist Model, the Immersion Model, and Eclectic Model, and a Child-Centered Model.

Campeau, Peggy and others. "The Identification and Description of Exemplary Bilingual Education Programs." Palo Alto, Calif.: American Institutes for Research, 1975.

Report of a study undertaken for the U.S. Office of Education. Discussion includes methodology and conclusions of study as well as detailed program descriptions.

Cohen, Andrew. "Bilingual Schooling and Spanish Language Maintenance: An Experimental Analysis." The Bilingual Review 2:1&2.3-12 (1975).

A description of the Redwood City Bilingual Education Project which aims to maintain a minority groups's language and culture. Their longitudinal study shows that Mexican American students in the bilingual program were using Spanish more after several years than comparable children schooled conventionally.

Gaarder, Bruce A. "Organization of the Bilingual School." Journal of Social Issues 23:2.110-120 (1967).

Presents one of the most well developed conceptualizations of the nature of bilingual education available. Complex models of "one-way" schools (one group learning in two languages) and "two-way" schools (two groups each learning in its own and the other's language) are juxtaposed in terms of such dimensions as: mother tongue added or second language added to the curriculum; segregated classes or mixed classes; equal or unequal time and treatment, etc.

Jenkins, Mary. Bilingual Education in New York City. Brooklyn, N.Y.: Office of Bilingual Education, New York City Board of Education, 1971.

This report is divided into eight sections. Among them are 1) Bilingual Education -- A Historical Perspective; 2) The Puerto Rican Child in the New York City School System; 3) Bilingual Education in the New York City School System; 4) Funding for Bilingual Programs; 5) Rationale for Bilingual Education.

John, Vera and Vivian Horner. Early Childhood Bilingual Education. New York: Modern Language Association, 1971.

Included in this work are comments concerning various bilingual programs around the country. The work at Rough Rock and Coral Way is discussed, as is bilingualism in New York City. The importance of combining bicultural education with language study is emphasized.

Lambert, Wallace and Richard Tucker. Bilingual Education of Children: the St. Lambert Experiment. Rowley, Mass.: Newbury House, 1972.

A very thorough longitudinal study of a bilingual program, covering seven years of Canadian children (K-6) in a French-English setting. Gives detailed explanations of how the program was initiated, parental support, the organization of the program, and teacher competencies. Also given is detailed description of research design using both pilot groups and control groups.

Mackey, W. F. Bilingual Education in a Binational School: A Study of Equal Language Maintenance Through Free Alternation. Rowley, Mass.: Newbury House, 1972.

A case study of the JFK School in Berlin. In discussing factors that promote bilingualism in a school, the author examines the make-up of the population, teaching staff, selection and special characteristics of teachers. Of special interest is the author's often cited "Typology of Bilingual Education."

Macnamara, John. Bilingualism and Primary Education: A Study of Irish Experience. Edinburgh: Edinburgh University Press, 1966.

The best single study of bilingualism in one country, especially from the standpoint of how nation-wide programs in bilingual education can be managed, or mismanaged.

Discusses the often disappointing efforts of the Republic of Ireland to create a school population fluent in Gaelic as well as in English.

Zintz, Miles V. "What Classroom Teachers Should Know about Bilingual Education." Albuquerque, N.M.: University of New Mexico, 1969. (ERIC ED 028 427).

This report is divided into the following chapters: 1) Cross-Cultural Education; 2) Problems in Second Language Learning; 3) Classroom Methodologies; 4) Special Aspects of Vocabulary; and 5) The Bilingual School.

Zirkel, Perry A. "Bilingual Education Programs at the Elementary School level: Their Identification and Evaluation." The Bilingual Review 2:1&2.13-21 (1975).

This study assesses the relative effectiveness of various experimental models of bilingual education with respect to selected pupil and parent outcomes. The study shows that bilingual instructors can be an effective means of improvin, the educational opportunities of limited English-speaking students in the primary grades. Author also stresses the need to achieve solid commitment, continuity, and coordination on the part of both school and community if significant status is to be accorded the native language.

4. ENGLISH AS A SECOND LANGUAGE PROGRAMS

Dixon, Robert J. Practical Guide to the Teaching of English as a Foreign Language. New York, N.Y.: Regents Publishing Company.

Describes practical approaches to teaching grammar, conversation, reading, vocabulary, and pronunciation. All the models and examples are illustrated by drawings and can be followed exactly or modified according to the needs of the individual teacher.

Finocchiaro, Mary. English as a Second Language: From Theory to Practice. New York: Re ents, 1974.

Newly re .ed practical guide to curriculum planning, lesson planning, adaptati of materials language testing. Discusses specific techniques for teaching pronunciation, grammar, reading and writing. Appendix contains useful definitions, an extensive bibliography.

Harris, David P. Testing English as a Second Language. New York: McGraw-Hill, 1969. 151 pp.

Explains clearly the rationale for testing, as well as explaining how to construct tests, administer them, and interpret them. Focuses primarily on the teaching of English as a second language: testing grammar, vocabulary, reading comprehension, writing and speaking. Shows how to compute means, medians, standard deviations, test reliability, etc., and discusses ways in which the teacher can effectively interpret these figures.

Marckwardt, Maybelle D. A Selected List of Instructional Materials for English as a Second Language: Elementary School. Arlington, Virginia: ERIC Clearinghouse on Languages and Linguistics: Center for Applied Linguistics. Series on Languages and Linguistics 19.

A five page bibliography briefly annotated.

Marckwardt, Maybelle D. A Selected List of Instructional Materials for English as a Second Language: Secondary Level. Arlington, Va: ERIC Clearinghouse on Languages and Linguistics: Center for Applied Linguistics. Series on Languages and Linguistics 20.

New York State Department of Education. Self-Instructional Course in Teaching English as a Second Language. Albany, New York.

The Course consists of five unit texts together with workbooks, tapes, and an introductory study guide. The units cover the nature of language, methods in learning and teaching English as a Second Language, oral communication skills, the English sound system, and language and its cultural context. The course is intended for ESL teachers on all levels and teachers who have non-English dominant students in their classes.

The Nevada Department of Education offers one unit of recertification credit for taking this course. For information contact the Language Consultant at the Nevada Department of Education.

Robson, Barbara and Kent Sutherland. A Selected Annotated Bibliography for Teaching English to Speakers of Vietnamese. Arlington, Virginia: Center for Applied Linguistics, 1975

A 300-item bibliography covering basic texts, audiovisual aids, literacy materials, testing materials, cross-cultural references, etc., for both children and adults. The items can be helpful in teaching English to any non-native-speaker, regardless of primary language. This has been supplemented by another publication of the Center for Applied Linguistics, Selected Annotated Bibliography for Teaching English to Speakers of Vietnamese and Cambodian: A Supplement.

Saville-Troike, Muriel. Foundations for Teaching English as a Second Language. Englewood Cliffs, N.J.: Prentice-Hall, 1976

A new discussion of the linguistic, psychological and cultural aspects of teaching English as a second language. Of special use to the teacher with no special training in ESL are chapters on survival skills for teachers and students, the role of ESL in bilingual education, strategies for instruction, and preparation for teaching. This new book stresses how instruction in English should relate to the academic subject areas.

TESOL (Teachers of English to Speakers of Other Languages) is a national organization which publishes a magazine and newsletter on the field of ESL and Bilingual-Bicultural Education. Both of these publications contain articles of interest to teachers of limited-English-speaking students. Both are included for the cost of yearly membership, $14.00. For further information write to TESOL, 455 Nevada Building, Georgetown University, Washington, D.C. 20057.

Washoe County School District. A Guide for Teaching English as a Second Language in the Secondary Schools. English as a Second Language: Curriculum Guide for Elementary Schools. English as a Second Language: Curriculum Guide for Middle Schools.

Detailed outlines with specific examples of a curriculum in effect in Washoe County, Nevada, for grades K-12 for students from various language and culture backgrounds. Includes list of all texts used in the program.

CONCLUSION

The State Department of Education has prepared this document to acquaint Nevada's school districts, their administrative and instructional personnel, with essential information in three basic areas concerning the education of non-English or limited-English-speaking students:

a) The nature, scope and sources of the schools' obligation to provide these students with equal access to quality education (Part One: The Mandate);

b) An overview of instructional programs and their characteristics which would fulfill the schools' obligation to provide these students with equal access to quality education (Part Two: Educational Programs That Fulfill the Mandate); and

c) Suggested guidelines for planning and implementing such instructional programs (Part Three: Initiating Programs That Fulfill the Mandate).

With this essential information, a school district without special instructional programs for limited-English-speaking students has sound guidelines for planning, initiating and evaluating such programs. And a school district with special instructional programs has a set of guidelines against which it can measure its own programs.

APPENDIX A

TEXT OF LAU V. NICHOLS

LAU et al. v. NICHOLS et al.

CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE NINTH CIRCUIT

No. 72-6520. Argued December 10, 1973--Decided January 21, 1974

The failure of the San Francisco school system to provide English language instruction to approximately 1,800 students of Chinese ancestry who do not speak English, or to provide them with other adequate instructional procedures, denies them a meaningful opportunity to participate in the public educational program and thus violates § 601 of the Civil Rights Act of 1964, which bans discrimination based "on the ground of race, color, or national origin," in "any program or activity receiving Federal financial assistance," and the implementing regulations of the Department of Health, Education, and Welfare. Pp. 565-569. 483 F. 2d 791, reversed and remanded.

Douglas, J., delivered the opinion of the Court, in which Brennan, Marshall, Powell, and Rehnquist, JJ., joined. Stewart, J., filed an opinion concurring in the result, in which Burger, C. J., and Blackmun, J., joined, post, p. 569. White, J., concurred in the result. Blackmun, J., filed an opinion concurring in the result, in which Burger, C. J., joined, post, p. 571.

Edward H. Steinman argued the cause for petitioners. With him on the briefs were Kenneth Hecht and David C. Moon.

Thomas M. O'Connor argued the cause for respondents. With him on the brief were George E. Krueger and Burk E. Delventhal.

Assistant Attorney General Pottinger argued the cause for the United States as amicus curiae urging reversal. With him on the brief were Solicitor General Bork, Deputy Solicitor General Wallace, Mark L. Evans, and Brian K. Landsberg.

Mr. Justice Douglas delivered the opinion of the Court.

The San Francisco, California, school system was integrated in 1971 as a result of a federal court decree, 339 F. Supp. 1315. See Lee v. Johnson, 404 U.S. 1215. The District Court found that there are 2,856 students of Chinese ancestry in the school system who do not speak English. Of those who have that language deficiency, about 1,000 are given supplemental courses in the English language. About 1,800, however, do not receive that instruction.

This class suit brought by non-English-speaking Chinese students against officials responsible for the operation of the San Francisco Unified School District seeks relief against the unequal educational opportunities, which are alleged to violate, inter alia, the Fourteenth Amendment. No specific remedy is urged upon us. Teaching English to the students of Chinese ancestry who do not speak the language is one choice. Giving instructions to this group in Chinese is another. There may be others. Petitioners ask only that the Board of Education be directed to apply its expertise to the problem and rectify the situation.

The District Court denied relief. The Court of Appeals affirmed, holding that there was no violation of the Equal Protection Clause of the Fourteenth Amendment or of § 601 of the Civil Rights Act of 1964, 78 Stat. 252, 42 U. S. C. § 2000d, which excludes from participation in federal financial assistance, recipients of aid which discriminate against racial groups, 483 F. 2d 791. One judge dissented. A hearing en banc was denied, two judges dissenting. Id., at 805.

We granted the petition for certiorari because of the public importance of the question presented, 412 U. S. 938.

The Court of Appeals reasoned that "[e]very student brings to the starting line of his educational career different advantages and disadvantages caused in part by social, economic and cultural background, created and continued completely apart from any contribution by the school system," 483 F. 2d, at 797. Yet in our view the case may not be so easily decided. This is a public school system of California and § 71 of the California Education Code states that "English shall be the basic language of instruction in all schools." That section permits a school district to determine "when and under what circumstances instruction may be given bilingually." That section also states as "the policy of the state" to insure "the mastery of English by all pupils in the schools." And bilingual instruction is authorized "to the extent that it does not interfere with the systematic, sequential, and regular instruction of all pupils in the English language."

Moreover, § 8573 of the Education Code provides that no pupil shall receive a diploma of graduation from grade 12 who has not met the standards of proficiency in "English," as well as other prescribed subjects. Moreover, by § 12101 of the Education Code children between the ages of six and 16 years are (with exceptions not material here) "subject to compulsory full-time education." (Supp. 1973.)

Under these state-imposed standards there is no equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education.

Basic English skills are at the very core of what these public schools teach. Imposition of a requirement that, before a child can effectively participate in the educational program, he must already have acquired those basic skills is to make a mockery of public education. We know that those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful.

We do not reach the Equal Protection Clause argument which has been advanced but rely solely on § 601 of the Civil Rights Act of 1964, 42 U. S. C. § 2000d to reverse the Court of Appeals.

That section bans discrimination based "on the ground of race, color, or national origin," in "any program or activity receiving Federal financial assistance." The school district involved in this litigation receives large amounts of federal financial assistance. The Department of Health, Education, and Welfare (HEW), which has authority to promulgate regulations prohibiting discrimination in federally assisted school systems, 42 U. S. C. § 2000d-1, in 1968 issued one guideline that "[s]chool systems are responsible for assuring that students of a particular race, color, or national origin are not denied the opportunity to obtain the education generally obtained by other students in the system." 33 Fed. Reg. 4956. In 1970 HEW made the guidelines more specific, requiring school districts that were federally funded "to rectify the language deficiency in order to open" the instruction to students who had "linguistic deficiencies," 35 Fed. Reg. 11595.

By § 602 of the Act HEW is authorized to issue rules, regulations, and orders to make sure that recipients of federal aid under its jurisdiction conduct any federally financed projects consistently with § 601. HEW's regulations, 45 CFR § 80.3 (b)(1), specify that the recipients may not:

> "(ii) Provide any service, financial aid, or other benefit to an individual which is different, or is provided in a different manner, from that provided to others under the program;
>
> "(iv) Restrict an individual in any way in the enjoyment of any advantage or privilege enjoyed by others receiving any service, financial aid, or other benefit under the program."

Discrimination among students on account of race or national origin that is prohibited includes "discrimination...in the availability or use of any academic... or other facilities of the grantee or other recipient." Id., § 80.5 (b).

Discrimination is barred which has that effect even though no purposeful design is present: a recipient "may not...utilize criteria or methods of administration which have the effect of subjecting individuals to discrimination" or have "the effect of defeating or substantially impairing accomplishment of the objectives of the program as respect individuals of a particular race, color, or national origin." Id., § 80.3 (b)(2).

It seems obvious that the Chinese-speaking minority receives fewer benefits than the English-speaking majority from respondents' school system which denies them a meaningful opportunity to participate in the educational program--all earmarks of the discrimination banned by the regulations. In 1970 HEW issued clarifying guidelines. 35 Fed. Reg. 11595, which include the following:

"Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students."

"Any ability grouping or tracking system employed by the school system to deal with the special language skill needs of national origin-minority group children must be designed to meet such language skill needs as soon as possible and must not operate as an educational deadend or permanent track."

Respondent school district contractually agreed to "comply with title VI of the Civil Rights Act of 1964...and all requirements imposed by or pursuant to the Regulation" of HEW (45 CFR pt. 80) which are "issued pursuant to that title..." and also immediately to "take any measures necessary to effectuate this agreement." The Federal Government has power to fix the terms on which its money allotments to the States shall be disbursed. Oklahoma v. CSC, 330 U. S. 127, 142-143. Whatever may be the limits of that power, Steward Machine Co. v. Davis, 301 U. S. 548, 590 et seq., they have not been reached here. Senator Humphrey, during the floor debates on the Civil Rights Act of 1964, said:

"Simple justice requires that public funds, to which all taxpayers of all races contribute, not be spent in any fashion which encourages, entrenches, subsidizes or results in racial discrimination."

We accordingly reverse the judgment of the Court of Appeals and remand the case for the fashioning of appropriate relief.

Reversed and remanded.

Mr. Justice White concurs in the result.

Mr. Justice Stewart, with whom The Chief Justice and Mr. Justice Blackmun join, concurring in the result.

It is uncontested that more than 2,800 school children of Chinese ancestry attend school in the San Francisco Unified School District system even though they do not speak, understand, read, or write the English language, and that as to some 1,800 of these pupils the respondent school authorities have taken no significant steps to deal with this language deficiency. The petitioners do not contend, however, that the respondents have affirmatively or intentionally contributed to this inadequacy, but only that they have failed to act in the face of changing social and linguistic patterns. Because of this laissez-faire attitude on the part of the school administrators, it is not entirely clear that § 601 of the Civil Rights Act of 1964, 42 U. S. C. § 2000d, standing alone, would render illegal the expenditure of federal funds on these schools. For that section provides that "[n]o person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

On the other hand, the interpretive guidelines published by the Office for Civil Rights of the Department of Health, Education, and Welfare in 1970, 35 Fed. Reg. 11595, clearly indicate that affirmative efforts to give special training for non-English-speaking pupils are required by Tit. VI as a condition to receipt of federal aid to public schools:

> "Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students." 35 Fed. Reg. 11595.

The critical question is, therefore, whether the regulations and guidelines

promulgated by HEW go beyond the authority of § 601. Last Term, in Mourning v. Family Publications Service, Inc., 411 U. S. 356, 369, we held that the validity of a regulation promulgated under a general authorization provision such as § 602 of Tit. VI "will be sustained so long as it is 'reasonably related to the purposes of the enabling legislation.' Thorpe v. Housing Authority of the City of Durham, 393 U. S. 268, 280-281 (1969)." I think the guidelines here fairly meet that test. Moreover, in assessing the purposes of remedial legislation we have found that departmental regulations and "consistent administrative construction" are "entitled to great weight." Trafficante v. Metropolitan Life Insurance Co., 409 U. S. 205, 210; Griggs v. Duke Power Co., 401 U. S. 424, 433-434; Udall v. Tallman, 380 U. S. 1. The Department has reasonably and consistently interpreted § 601 to require affirmative remedial efforts to give special attention to linguistically deprived children.

For these reasons I concur in the result reached by the Court.

Mr. Justice Blackmun, with whom The Chief Justice joins, concurring in the result.

I join Mr. Justice Stewart's opinion and thus I, too, concur in the result. Against the possibility that the Court's judgment may be interpreted too broadly, I stress the fact that the children with whom we are concerned here number about 1,800. This is a very substantial group that is being deprived of any meaningful schooling because they cannot understand the language of the classroom. We may only guess as to why they have had no exposure to English in their preschool years. Earlier generations of American ethnic groups have overcome the language barrier by earnest parental endeavor or by the hard fact of being pushed out of the family or community nest and into the realities of broader experience.

I merely wish to make plain that when, in another case, we are concerned with a very few youngsters, or with just a single child who speaks only German or Polish or Spanish or any language other than English, I would not regard today's decision, or the separate concurrence, as conslusive upon the issue whether the statute and the guideline require the funded school district to provide special instruction. For me, numbers are at the heart of this case and my concurrence is to be understood accordingly.

APPENDIX B

TEXT OF LAU REMEDIES

TASK FORCE FINDINGS SPECIFYING REMEDIES
AVAILABLE FOR ELIMINATING PAST EDUCATIONAL
PRACTICES RULED UNLAWFUL UNDER LAU V. NICHOLS

SUMMER 1975

The immediate implementation of the requirements listed within does not apply to those school districts which have had a substantial number of recent school-age Indo-Chinese immigrants whose primary or home language is other than English in the 1975-76 school year.

I. IDENTIFICATION OF STUDENT'S PRIMARY OR HOME LANGUAGE

The first step to be included in a plan submitted by a district found to be in noncompliance with Title VI under Lau is the method by which the district will identify the student's primary or home language. A student's primary or home language, for the purpose of this report, is other than English if it meets at least one of the following descriptions:

A. The student's first acquired language is other than English.

B. The language most often spoken by the student is other than English.

C. The language most often spoken in the student's home is other than English, regardless of the language spoken by the student.

These assessments (A-C, above) must be made by persons who can speak and understand the necessary language(s). Then the district must assess the degree of linguistic function or ability of the student(s) so as to place the student(s) in one of the following categories by language.

A. Monolingual speaker of the language other than English (speaks the language other than English exclusively).

B. Predominantly speaks the language other than English (speaks mostly the language other than English, but speaks some English).

C. Bilingual (speaks both the language other than English and English with equal ease).

D. Predominantly speaks English (speaks mostly English, but some of the language other than English).

E. Monolingual speaker of English (speaks English exclusively).

In the event that the student is multilingual (is functional in more than two languages in addition to English), such assessment must be made in all the necessary languages.

In order to make the aforementioned assessments the district must, at a minimum, determine the language most often spoken in the student's home, regardless of the language spoken by the student, the language most often spoken by the student in the home and the language spoken by the student in the social setting (by observation).

These assessments must be made of persons who can speak and understand the necessary language(s). An example of the latter would be to determine by observation the language used by the student to communicate with peers between classes or in informal situations. These assessments must cross-validate one another (Example: student speaks Spanish at home and Spanish with classmates at lunch). Observers must estimate the frequency of use of each language spoken by the student in these situations.

In the event that the language determinations conflict (Example: student speaks Spanish at home, but English with classmates at lunch), an additional

method must be employed by the district to make such a determination (Example: the district may wish to employ a test of language dominance as a third criterion). In other words, two of the three criteria will cross-validate or the majority of criteria will cross-validate (yield the same language).

Due to staff limitations and priorities, we will require a plan under Lau during this initial stage of investigation when the district has 20 or more students of the same language group identified as having a primary or home language other than English. However, a district does have an obligation to serve any student whose primary or home language is other than English.

II. DIAGNOSTIC/PRESCRIPTIVE APPROACH

The second part of a plan must describe the diagnostic/prescriptive measures to be used to identify the nature and extent of each student's educational needs and then prescribe an educational program utilizing the most effective teaching style to satisfy the diagnosed educational needs. The determination of which teaching style(s) are to be used will be based on a careful review of both the cognitive and affective domains and should include an assessment of the responsiveness of students to different types of cognitive learning styles and incentive motivational styles, e.g., competitive v. cooperative learning patterns. The diagnostic measures must include diagnoses of problems related to areas or subjects required of other students in the school program and prescriptive measures must serve to bring the linguistically/culturally different student(s) to the educational performance level that is expected by the Local Education Agency (LEA) and State of nonminority students. A program designed for students of limited English-speaking ability must not be operated in a manner so as to solely satisfy a set of objectives divorced or isolated from those educational objectives established for students in the regular school program.

III. EDUCATIONAL PROGRAM SELECTION

In the third step the district must implement the appropriate type(s) of educational program(s) listed in this Section (III, 1-5), dependent upon the degree of linguistic proficiency of the students in question. If none seem applicable, check with your Lau coordinator for further action.

1. In the case of the monolingual speaker of the language other than English (speaks the language other than English exclusively):

   A. At the Elementary and Intermediate Levels:

      Any one or combination of the following programs is acceptable.

      1. Transitional Bilingual Education Program (TBE)

      2. Bilingual/Bicultural Program

      3. Multilingual/Multicultural Program (see definitions, page 21)

   In the case of a TBE, the district must provide predictive data which show that such student(s) are ready to make the transition into English

and will succeed educationally in content areas and in the educational program(s) in which he/she is to be placed. This is necessary so the district will not prematurely place the linguistically/culturally different student who is not ready to participate effectively in an English language curriculum in the regular school program (conducted exclusively in English).

Because an ESL program does not consider the affective nor cognitive development of students in this category and time and maturation variables are different here than for students at the secondary level, an ESL program is not appropriate.

B. At the Secondary Level:

Option 1 - Such students may receive instruction in subject matter (Example: math, science) in the native language(s) and receive English-as-a-Second Language (ESL) as a class component (see definitions, section IX).

Option 2 - Such students may receive required and elective subject matter (Examples: math, science, industrial arts) in the native language(s) and bridge into English while combining English with the native language as appropriate (learning English as a first language, in a natural setting).

Option 3 - Such students may receive ESL or High Intensive Language Training (HILT), (see definition, section IX) in English until they are fully functional in English (can operate equally successfully in school in English), then bridge into the school program for all other students.

A district may wish to utilize a TBE, Bilingual/Bicultural or Multicultural program in lieu of the three options presented in this section (III.1.B.). This is permissible. However, if the necessary prerequisite skills in the native language(s) have not been taught to these students, some form of compensatory education in the native language must be provided.

In any case, students in this category (III.1.B.) must receive such instruction in a manner that is expeditiously carried out so that the student in question will be able to participate to the greatest extent possible in the regular school program as soon as possible. At no time can a program be selected in this category (III.1.B.) to place the students in situations where the method of instruction will result in a substantial delay in providing these students with the necessary English language skills needed by or required of other students at the time of graduation.

NOTE: *You will generally find that students in this category are recent immigrants.*

2. In the case of the predominant speaker of the language other than English (speaks mostly the language other than English, but speaks some English):

A. At the Elementary Level:

Any one or combination of the following programs is acceptable.

1. TBE

2. Bilingual/Bicultural Program

3. Multilingual/Multicultural Program

In the case of a TBE, the district must provide predictive data which show that such student(s) are ready to make the transition into English and will educationally succeed in content areas and the educational program in which he/she is to be placed.

Since an ESL program does not consider the affective nor cognitive development of the students in this category and the time and maturation variables are different here than for students at the secondary level, an ESL program is not appropriate.

B. At the Intermediate and High School Levels:

The district must provide data relative to the student's academic achievement and identify those students who have been in the school system for less than a year. If the student(s) who have been in the school system for less than a year are achieving at grade level or better, the district is not required to provide additional educational programs. If, however, the students who have been in the school system for a year or more are underachieving (not achieving at grade level) (see definitions, page 21), the district must submit a plan to remedy the situation. This may include smaller class size, enrichment materials, etc. In either this case or the case of students who are underachieving and have been in the school system for less than a year, the remedy must include any one or combination of the following: (1) an ESL, (2) a TBE, (3) a Bilingual/Bicultural Program, (4) a Multilingual/Multicultural Program. But such students may not be placed in situations where all instruction is conducted in the native language as may be prescribed for the monolingual speaker of a language other than English, if the necessary prerequisite skills in the native language have not been taught. In this case, some form of compensatory education in the native language must be provided.

NOTE: *You will generally find that students in this category are not recent immigrants.*

3. In the case of the bilingual speaker (speaks both the language other than English and English with equal ease) the district must provide data relative to the student(s) academic achievement.

In this case the treatment is the same at the elementary, intermediate, and secondary levels and differs only in terms of underachievers and those students achieving at grade level or better.

A. For the students in this category who are underachieving, treatment corresponds to the regular program requirements for all racially/ethnically identifiable classes or tracks composed of students who are underachieving, regardless of their language background.

B. For the students in this category who are achieving at grade level or better, the district is not required to provide additional educational programs.

4. In the case of the predominant speaker of English (speaks mostly English, but some of a language other than English), treatment for these students is the same as III, 3 above.

5. In the case of the monolingual speaker of English (speaks English exclusively), treat the same as III, 3 above.

NOTE: ESL is a necessary component of all the aforementioned programs. However, an ESL program may not be sufficient as the only program operated by a district to respond to the educational needs of all the types of students described in this document.

IV. REQUIRED AND ELECTIVE COURSES

In the fourth step of such plan the district must show that the required and elective courses are not designed to have a discriminatory effect:

A. Required courses. Required courses (example: American History) must not be designed to exclude pertinent minority developments which have contributed to or influenced such subjects.

B. Elective Courses and Co-curricular Activities. Where a district has been found out of compliance and operates racially/ethnically identifiable elective courses or co-curricular activities, the plan must address this area by either educationally justifying the racial/ethnic identifiability of these courses or activities, eliminating them, or guaranteeing that these courses or co-curricular activities will not remain racially/ethnically identifiable.

There is a prima facie case of discrimination if courses are racially/ethnically identifiable.

Schools must develop strong incentives and encouragement for minority students to enroll in electives where minorities have not traditionally enrolled. In this regard, counselors, principals and teachers have had a most important role. Title IV compliance questions are raised by any analysis of counseling practices which indicates that minorities are being advised in a manner which results in their being disproportionately channeled into certain subject areas or courses. The school district must see that all of its students are encouraged to fully participate and take advantage of all educational benefits.

Close monitoring is necessary to evaluate to what degree minorities are in essence being discouraged from taking certain electives and encouraged to take other elective courses and insist that to eliminate discrimination

and to provide equal educational opportunities, districts must take affirmative duties to see that minority students are not excluded from any elective courses and over included in others.

All newly established elective courses cannot be designed to have a discriminatory effect. This means that a district cannot, for example, initiate a course in Spanish literature designed exclusively for Spanish-speaking students so that enrollment in that subject is designed to result in the exclusion of students whose native language is English but who could equally benefit from such a course and/or be designed to result in the removal of the minority students in question from a general literature course which should be designed to be relevant for all the students served by the district.

V. INSTRUCTIONAL PERSONNEL REQUIREMENTS (see definitions, section II)

Instructional personnel teaching the students in question must be linguistically/culturally familiar with the background of the students to be affected.

The student/teacher ratio for such programs should equal or be less than (fewer students per teacher) the student/teacher ratio for the district. However, we will not require corrective action by the district if the number of students in such programs are no more than five greater per teacher than the student/teacher ratio for the district.

If instructional staff is inadequate to implement program requirements, inservice training, directly related to improving student performance is acceptable as an immediate and temporary response. Plans for providing this training must include at least the following:

1. Objectives of training (must be directly related to ultimately improving student performance).

2. Methods by which the objective(s) will be achieved.

3. Method for selection of teachers to receive training.

4. Names of personnel doing the training and location of training.

5. Content of training.

6. Evaluation design of training and performance criteria for individuals receiving the training.

7. Proposed timetables.

This temporary inservice training must continue until staff performance criteria has been met.

Another temporary alternative is utilizing para professional persons with the necessary language(s) and cultural background(s). Specific instructional roles of such personnel must be included in the plan. Such plan must show that this personnel will aid in teaching and not be restricted to those

areas unrelated to the teaching process (checking roll, issuing tardy cards, etc.)

In addition, the district must include a plan for securing the number of qualified teachers necessary to fully implement the instructional program. Development and training of para professionals may be an important source for the development of bilingual/bicultural teachers.

VI. RACIAL/ETHNIC ISOLATION AND/OR IDENTIFIABILITY OF SCHOOLS AND CLASSES

A. Racially/Ethnically Isolated and/or Identifiable Schools - It is not educationally necessary nor legally permissable to create racially/ethnically identifiable schools in order to respond to student language characteristics as specified in the programs described herein.

B. Racially/Ethnically Isolated and/or Identifiable Classes - The implementation of the aforementioned educational models do not justify the existence of racially/ethnically isolated or identifiable classes, per se. Since there is no conflict in this area as related to the application of the Emergency School Aid Act (ESAA) and existing Title VI regulations, standard application of those regulations is effective.

VII. NOTIFICATION TO PARENTS OF STUDENTS WHOSE PRIMARY OR HOME LANGUAGE IS OTHER THAN ENGLISH

A. School districts have the responsibility to effectively notify the parents of the students identified as having a primary or home language other than English of all school activities or notices which are called to the attention of other parents. Such notice, in order to be adequate, must be provided in English and in the necessary language(s) comprehensively paralleling the exact content in English. Be aware that a literal translation may not be sufficient.

B. The district must inform all minority and nonminoriry parents of all aspects of the programs designed for students of limited English-speaking ability and that these programs constitute an integral part of the total school program.

VIII. EVALUATION

A "Product and Process" evaluation is to be submitted in the plan. This type of evaluation, in addition to stating the "product" (end result), must include "process evaluation" (periodic evaluation throughout the implementation state). A description of the evaluation design is required. Time-lines (target for completion of steps) is an essential component.

For the first three years, following the implementation of a plan, the district must submit to the OCR Regional Office at the close of sixty days after school starts, a "progress report" which will show the steps which have been completed. For those steps which have not been completed, a narrative from the district is necessary to explain why the targeted completion dates were not met. Another "progress report" is also due at the close of 30 days after the last day of the school year in question.

IX. DEFINITION OF TERMS

1. Bilingual/Bicultural Program

   A program which utilizes the student's native language (example: Navajo) and cultural factors in instruction maintaining and further developing all the necessary skills in the student's native language and culture while introducing, maintaining and developing all the necessary skills in the second language and culture (example: English) The end result is a student who can function, totally, in both languages and cultures.

2. English-as-a-Second Language (ESL)

   A structured language acquisition program designed to teach English to students whose native language is not English.

3. High Intensive Language Training (HILT)

   A total immersion program designed to teach students a new language.

4. Multilingual/Multicultural Program

   A program operated under the same principals as a Bilingual/Bicultural Program (S,1) except that more than one language and culture, in addition to English language and culture is treated. The end result is a student who can function, totally, in more than two languages and cultures.

5. Transitional Bilingual Education Program (TBE)

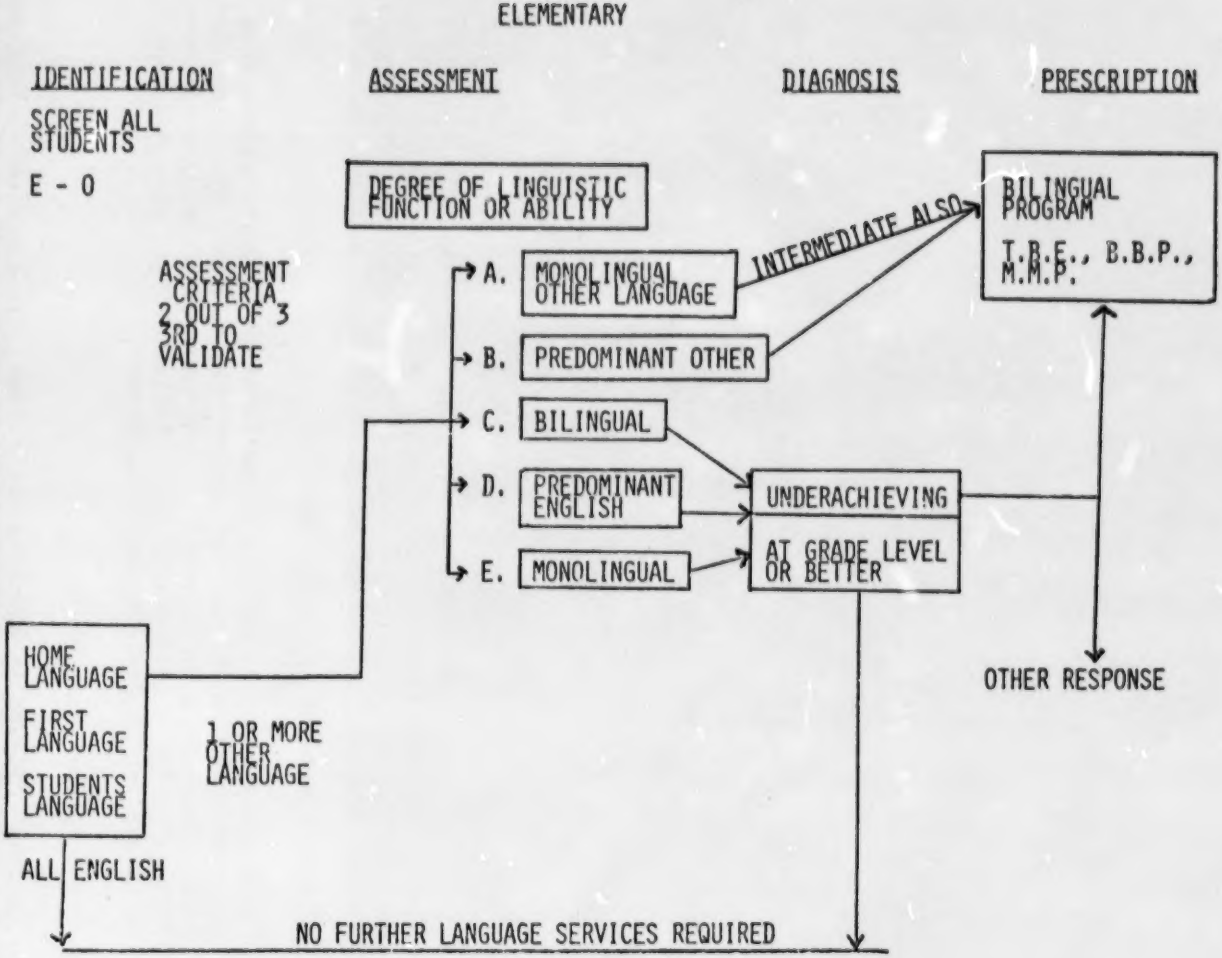
   A program operated in the same manner as a Bilingual/Bicultural Program, except that once the student is fully functional in the second language (English), further instruction in the native language is no longer required.

6. Underachievement

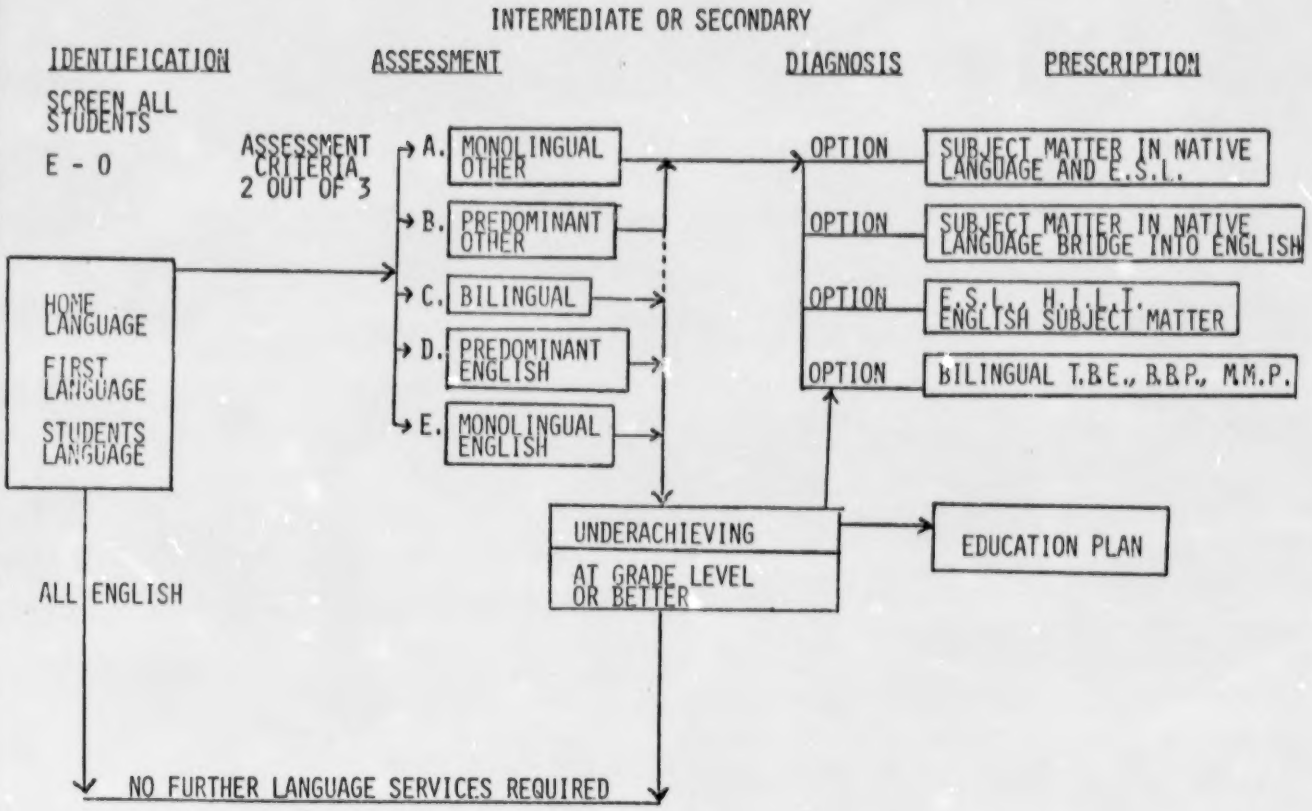
   Underachievement is defined as performance in each subject area (e.g. reading, problem solving) at one or more standard deviations below district norms as determined by some objective measures for non-ethnic/racial minority students. Mental ability scores cannot be utilized for determining grade expectancy.

7. Instructional Personnel

   Persons involved in teaching activities. Such personnel includes, but is not limited to, certified, credentialized teachers, para professionals, teacher aides, parents, community volunteers, youth tutors, etc.



FLOW CHARTS COVERING FIRST THREE SECTIONS OF LAU REMEDIES



FLOW CHARTS COVERING FIRST THREE SECTIONS OF LAU REMEDIES

APPENDIX C

LANGUAGE DOMINANCE TESTS

ASSESSMENT PROGRAM OF EARLY LEARNING LEVELS (APELL)

E. V. Cochran & J. Shannon
Edcodyne Corporation
Suite 935
1 City Boulevard West
Orange, California 92668 (1969)

Grade Range: Pre K-1

Administer to: Groups

Time: 40 minutes (2 sessions)

Languages: English, Spanish

REMARKS: A non-verbal test for identifying educational deficiencies at early childhood levels. The APELL test yields 16 scores: 4 Pre-Reading (visual and audial discrimination, letter names and total); 4 Pre-Math (attributes, number concepts and facts and total); 7 language (nouns, pronouns, verbs, adjectives, plurals, pre-positions and total); and 1 Total Score. The Manual gives norms for Total Score only. It may be administered in any language.

Cost: $35.00 for teacher's manual, student's manual and 35 response cards.

BOEHM TEST OF BASIC CONCEPTS

A. E. Boehm
Psychological Corporation
304 East 45th Street
New York, New York 10017 (1969)

Grade Range: K-2

Administer to: Individuals or Small Groups

Time: 30 minutes

Languages: English, Spanish

REMARKS: This is a picture test designed to appraise mastery of basic concepts commonly found in early childhood instructional materials. These concepts are essential to understanding oral communications from teachers and other children. It is designed as both a diagnostic and remedial or teaching instrument; the Boehm identifies the particular concepts that are unknown to children for use as the focus of instruction.

Cost: $6.50 for directions, key and class record form - 20.

CALIFORNIA ACHIEVEMENT TESTS

E. W. Tiegs & W. W. Clark
CTB/McGraw-Hill
Del Monte Research Parl
Monterey, California 93940

or

CTB/McGraw-Hill
Order Service Center
Manchester Road
Manchester, Missouri 63011

Grade Range: 1-12

Administer to: Groups

Time: 1-3 hours

Languages: English

REMARKS: Designed to measure educational achievement and provide an individual analysis of a child's learning difficulties, the CAT consists of three sections: Reading, Arithmetic and Language. The skills assessed by this battery include Reading Vocabulary, Reading Comprehension, Arithmetic Fundamentals, and Mechanics of English and Spelling.

Order form A - Pre-test; or

B - Post-test

Grade:	1.5-2	CAT-70-H/S-1	$11.55 for 35
	2-4	CAT-70-H/S-2	11.55 for 35
	4-6	CAT-70-3	15.40 for 35
	6-9	CAT-70-5	15.40 for 35

COMPREHENSIVE ENGLISH LANGUAGE TEST (CELT)

D. P. Harris and L. A. Palmer
McGraw-Hill International Book Company/48
1221 Avenue of the Americas
New York, New York 10020

Grade Range: High School - Adult

Administer to: Groups

Time: 2 hours

Language: English

REMARKS: Designed to assess the English language proficiency of non-native speakers, the CELT provides a series of easy-to-administer tests, especially appropriate for intermediate and advanced high school, college and adult English as a Second Language courses. The CELT consists of three multiple-choice tests, Listening, Structure and Vocabulary, which may be used separately or as a complete battery.

All the CELT tests use a separate answer sheet and a reusable test booklet.

The listening test measures the ability to comprehend short statements, questions and dialogues as spoken by native speakers of English; it contains 50 items and takes about 40 minutes. The structure test has a total of 75 items to be answered in 45 minutes and measures the ability to manipulate the grammatical structures occurring in spoken English. The vocabulary test contains 75 items and requires 35 minutes to administer. It assesses the understanding of the kinds of lexical items which occur in advanced English reading.

Cost:			
	a)	Listening test-specimen set	$ 3.00
		Complete with tapes	20.00
	b)	Structure specimen	2.50
		Structure test, complete	10.50
	c)	Vocabulary specimen	2.50
		Vocabulary, complete	10.50
	d)	100 answer sheets	4.00

DIAGNOSTIC TEST FOR STUDENTS OF ENGLISH AS A SECOND LANGUAGE

A. L. Davis
McGraw-Hill International Book Company
1221 Avenue of the Americas
New York, New York 10020

Grade Range: High School - Adult

Administer to: Groups

Time: 60 minutes

Language: English

REMARKS: This test is designed to assess knowledge of English structure and idiomatic vocabulary through 150 multiple-choice questions. The test can be used to determine whether special instruction is necessary; to place students in classes of different levels of proficiency; or to aid in the preparation of lesson plans. The instruction sheet which accompanies the test booklets and answer sheets contains a short section on scoring and interpretation.

Cost: $3.50 for test booklets and answer sheets.

ILYIN ORAL INTERVIEW

Donna Ilyin
Newbury House Publishers
68 Middle Road
Rowley, Massachusetts 01969

Grade Range: 7 - Adult

Administer to: Individuals

Time: 5-30 minutes

Language: English

REMARKS: Designed to test a student's ability to use English orally in response to hearing it, in a controlled situation. The interview may be used to place incoming students in an appropriate level English as a Second Language class; to show achievement gains in a pre/post-test situation; or to correlate an individual's oral proficiency with his performance on tests that require reading or writing skills. The interview consists of 50 items, progressing from simpler to more difficult. Each item is scored for accuracy of information and accuracy of structure, including word order, verb structure and other structures; pronunciation and fluency are not scored.

Cost: Manual and test book: $14.50

Answer pad of 50 sheets: 1.95

ENGLISH LANGUAGE STRUCTURE TESTS

D. Ilyin and J. Best
Newbury House Publishers
68 Middle Road
Rowley, Massachusetts 01969

Grade Range: 7 - Adult

Administer to: Individuals

Time: 30 minutes

Language: English

REMARKS: 6 tests of English structure which can be correlated with the Ilyin Interview tests for placement of students. Two forms each of Beginning, Intermediate and Advanced tests.

Cost: Tests - $2.95; 50 Answer Sheets w/Key - $3.95

INTER-AMERICAN SERIES

H. T. Manuel
Guidance Testing Associates
6516 Shirley Avenue
Austin, Texas 78752

Grade Range: Pre K-12

Administer to: Groups

Time: 14-52 minutes

Language: English, Spanish, French, Italian

REMARKS: This battery of tests includes: Test of General Ability; Test of Reading; Comprehension of Oral Language; Reading and Numbers; Inventory of Interests; the CIA (Cooperative Inter-American) Tests of General Ability; CIA Test of Reading; CIA Language Usage Test; CIA Natural Sciences and CIA Social Studies. The tests are published in all four languages and the children can be tested in their native language (for francophone bi-linguals). Oral Language Test: Short test designed to estimate the child's ability to understand simple words or phrases read to him in English. Group-administered, it takes about 20 minutes. The child marks a picture in response to the expression read by the teacher.

Cost: Contact Guidance Testing Associates for price information.

SWCEL TEST OF ORAL ENGLISH PRODUCTION

Southwestern Cooperative Educational Laboratory
229A Truman N.E.
Albuquerque, New Mexico 87108

Available from: ERIC Document Reproduction Service
P.O. Box 0
Bethesda, Maryland 20014
Ref: ED 042-793

Grade Range: Pre K-2

Administered to: Individuals

Time: 10-15 minutes

Language: English

REMARKS: Designed to evaluate English as a Second Language programs, this test was specifically designed to test children in the primary grades. While pronunciation and vocabulary items are included, the test's major emphasis is on grammatical competence, measured in responses elicited in a "spontaneous" manner by the administrator. No special skills required to administer the test, just the manual and the kit of props, pictures, etc. The conversation is tape-recorded and sent to the SWCEL where it is scored by trained individuals.

Cost: Information not available.

TESTS OF GENERAL ABILITY (TOGA)

J. C. Flanagan
Science Research Associates
259 East Erie Street
Chicago, Illinois 60611

Grade Range: K-12

Administered to: Groups

Time: 45 minutes

Language: English

REMARKS: Designed for use in K-12, the TOGA provide a non-verbal measure of general intelligence and basic learning ability. The scores are said to reflect ability independent of school-acquired skills, and therefore the TOGA are particularly useful for students from culturally different backgrounds.

TESTS OF GENERAL ABILITY (TOGA) (Cont'd.)

Cost:	K-2	pack of 25 answer books	$ 6.30	
	2-4	pack of 25 answer books:	6.30	
	4-6	pack of 25 answer books:	8.30	(reusable)
	6-9	pack of 25 answer books:	8.30	(reusable)
	9-12	pack of 25 answer books	8.30	(reusable)
		100 answer sheets	10.50	
		stencils	.67	

ORAL PLACEMENT TEST AND ORAL PRODUCTION TESTS

R. Poczik
Bureau of Basic Continuing Education
State Education Department
Albany, New York 12224

Grade Range: 7 - Adult

Administered to: Individuals

Time: 5-10 minutes

Language: English

REMARKS: The Oral Placement Test is designed to place students in one of three ESL levels. The test is totally oral, consisting of 15 question-answer items, and suggested questions for a brief "free" conversation. The measure yields scores for Auditory Comprehension, Oral Production and Conversation. The Production Tests are based on the Orientation in America Series and may be inappropriate if other texts are used. These tests are used to evaluate the students' oral achievement with regard to curriculum covered. Each test has a question-answer section and a free conversation section with an oral rating scale. The test format could be adapted to other texts by substituting the questions from whichever text is in use.

Cost: Free of charge.

BILINGUAL SYNTAX MEASURE

M. K. Burt, H. Dulay, E. Hernandez
Harcourt, Brace, Jovanovich
New York, New York

Grade Range: Pre K-3

Administer to: Individuals

Time:

Language: English and Spanish

BILINGUAL SYNTAX MEASURE (Cont'd.)

REMARKS: This test measures the child's structural proficiency in English. It can also be used for diagnosis and placement. The child response booklets are available in English or Spanish. Specify which edition you want.

Cost: Test booklet, 35 response booklets and manual: $45.00.

MAT-SEA-CAL ORAL PROFICIENCY TESTS

J. Matluck & B. Mace-Matluck

Grade Range: K-4

Administer to: Groups and Individuals

Time: 25-40 minutes

Language: English, Cantonese, Mandarin, Ilokano, Spanish and Tagalog

Available from:
The Center for
Applied Linguistics
1611 North Kent Street
Arlington, Virginia 22209

REMARKS: This test is designed to 1) determine the child's ability to understand and produce distinctive characteristics of spoken English, express known cognitive concepts and to handle learning tasks in English, and 2) to provide placement and instructional recommendations with respect to alternate programs such as special English or bilingual education. The test consists of three parts: Part I tests Listening Comprehension and is group-administered (27 items). Parts II are individually administered and test Sentence Repetition (26 items) and Structured Response (28 items). The test uses visual aids as well as tape-recorded stimuli which are not essential to the test. It can be scored by the administrator.

Cost: Information not available.

MICHIGAN TEST OF ENGLISH LANGUAGE PROFICIENCY

J. Upshur & J. Harris, et al
English Language Institute
The University of Michigan
Ann Arbor, Michigan 48108

Grade Range: 9-Adult

Administer to: Groups

Time: 75 minutes

Language: English

Available from:
Follett's Michigan Bookstore
322 South State Street
Ann Arbor, Michigan 48108

REMARKS: This test consists of three parts: Grammar, Vocabulary and Reading Comprehension. It can be used diagnostically for placement or as a post-test to see how much the student has learned. The test consists

MICHIGAN TEST OF ENGLISH LANGUAGE PROFICIENCY (Cont'd.)

of 100 items: 40 in the grammar section, 40 in the vocabulary and 20 in reading comprehension. It is totally non-verbal. Some of the grammar items in Form D appear stilted, but this fault has been corrected in the E Form of the test.

Cost: $8.00: 1 form: 20 copies, 100 answer sheets, 1 manual, 1 stencil.

TEXAS CHILD MIGRANT PROGRAM TESTS

Oral Language Committee
Migrant and Preschool Programs
Texas Education Agency
201 East Eleventh Street
Austin, Texas 78701

Grade Range: K-3

Administer to: Individuals and Small Groups

Language: English, Spanish, adaptable to others

REMARKS: This series is the result of the work of the Texas Education Agency, which tried to establish a series of pre-/post-tests designed to test the communication skills and concept-retention of children from linguistically different backgrounds. The tests are easily administered, using readily available props, and ask the child to tell a story, engage in a conversation, etc. Each pre-test is also designed to test retention of the concepts taught the year before. The Performance Objectives Manual includes a cogent discussion of the theoretical (linguistic, social and ethical) bases of the tests, as well as a narrative description of the levels of fluency. The tests appear to be easily adaptable for use with a variety of students in a variety of situations.

Cost: The test is being deposited into the ERIC system, hence, only ERIC's reproduction costs would have to be paid.

APPENDIX D

SELF-INSTRUCTIONAL COURSE IN TEACHING ENGLISH AS A SECOND LANGUAGE

This self-instructional course, developed with a federal grant by the New York State Department of Education, consists of five unit texts together with their accompanying workbooks, tapes, and an introductory study guide which acquaints the reader with the course's objectives and instructs him in the use of the course materials. The course can be completed in ten to fifteen hours depending upon the background the student brings to the course. Roughly, the time needed to complete the various units of the course can be divided as follows:

Unit I	"The Nature and Purpose of Language"	1½ - 2 hours
Unit II	"Approaches to Learning and Teaching English as a Second Language"	2 - 2½ hours
Unit III	"Teaching Oral Communication Skills"	3 - 4 hours
Unit IV	"The English Sound System: Discrimination and Pronunciation"	2½ - 3½ hours
Unit V	"Language and Its Cultural Context"	1 - 2 hours

Units II, III, and IV are essential for the new teacher of ESL and useful to the experienced teacher as sources of new ideas, information, and materials for self-evaluation and goal formulation. Units I and V are important enough for the new teacher to include them, but the information is superficial enough that the experienced teacher can by-pass them if time is a critical factor in using the course.

The texts, tapes, and workbooks are arranged for ease and efficiency. All directions, objectives, and information are presented in simple, straightforward language which does not interfere with the presentation of information. The presentation of technical information in simple, non-technical language is one of the major assets of this series and the main reason it can be completed in so little time.

The Study Guide has the student learn by doing as it takes him through a sample text, tape, workbook set. The directions are clear and easy to follow. It explains briefly the objectives of each unit and presents a needs assessment guide which relates ESL student needs to teacher competencies and to the appropriate parts of the course which best meet those assessed needs. This is, perhaps, the most valuable part of the guide for the experienced

teacher because it enables him to go directly to the material he needs most and to by-pass the rest. The new teacher will find it valuable for creating a frame of reference which should make the remainder of the course more meaningful. Lastly, the Study Guide explains what is omitted from the course and refers the reader to materials which will fill the gaps.

Unit I introduces the ESL teacher to the "Nature and Purpose of Language." Its introduction acquaints him with the use of the materials, their organization, focus, and objectives. Almost immediately, the student is required to use the information given in a test frame. His answer choice refers him to a page in the text. If his response is correct, he is told to continue. If his response is wrong, he is referred back to the question after he has read an explanation of why his response was wrong which briefly re-teaches the concept or fact to be learned. The Unit meets its objectives and at its end the student should have a good grasp of what language is, how it functions, and why this understanding is important for him as a teacher of ESL.

Units II, III, IV, and V, for the most part, are like Unit I in regard to structure, instructional method, and success. Units II and III are the most useful units pedagogically and the best devised units from a pedagogical point of view, i.e. they teach a teacher to teach efficiently and effectively.

The series makes an excellent core for a course to train new ESL teachers and for workshops for experienced ESL teachers. Such courses or workshops could supplement this series with information on placement and testing, and provide projects or activities which would reinforce the course and leave the ESL teacher with practical teaching aids for future use. Some suggestions:

Submit the workbook for evaluation - each unit.

Submit detailed answers to selected questions from the texts.

Use the following questions not in the text for additional discussion:

<u>UNIT I</u>

1. Observe what you consider to be representative members of English speaking groups who use different styles or social dialect. Give examples of their speech. Give the context for the language used. Did any given representative change styles? How many different styles did you observe?

2. Do the same thing for one individual. What is his standard style? How many style variations did you observe? Give the context for each. Did he seem aware of the changes he made?

3. Create a dialogue for each level or style you've observed which would teach your foreign students to switch styles appropriately. Which class would benefit more from an exercise like the one you've written: survival beginning, intermediate, advance, or more than one of the above? If you said more than one, how would you vary the drill so it would serve the other classes?

UNIT II

1. Give examples of the difference in the following first and second language learning areas: environment, need, acquisition of sounds -- consonants, vowels or both -- acquisition of grammar, acquisition of intonation, acquisition of communication skills in general as defined in Unit II.

2. Give specific examples in narrative or dialogue form to illustrate first and second language learning differences shown in Table I of the Unit II text. Do at least three.

3. Write a detailed lesson plan for an ESL class one hour long. Be sure to include your goals; the methods, techniques and aids you will use; teacher activities, student activities; the classroom arrangement; and the time allotted to each portion of the class. Choose from the following levels:

   a. beginning - survival, conversational
   b. beginning, including reading and writing skills
   c. intermediate - survival, conversational
   d. intermediate, including reading and writing skills
   e. advanced
   f. a class which includes beginning, intermediate, and advanced
   g. beginning and intermediate.

   If you choose f. or g. explain the method you will use to group the students -- tell why you chose that method.

4. Teach the lesson plan and submit a critique which includes your remarks, student comments, and comments by an ESL teacher-observer. Teach the lesson again.

5. Teach the lesson in front of a video-tape machine, replay and evaluate. Or, evaluate, replay, evaluate, compare.

UNIT III

1. Write drills of each type for a six hour unit to be taught in three hour segments, in one hour segments, in one and one-half hour segments. Explain the progression, rationale, objectives, etc., for your drills. Do one set for each level.

2. Write a detailed lesson plan with a minimum of teacher vocalization and maximum of student vocalization.

3. Write a scenario for a role play or dramatization you would use in beginning, intermediate, advanced, survival, or a mixed class. Be sure to include your objectives.

UNIT IV

1. Write a detailed lesson plan to teach English vowels. Do one for each level. Do the same thing for consonants; with stress and intonation.

2. Examine your own pronunciation. Do you pronounce all the vowels exactly like they're shown on the chart?

3. Examine several texts which teach spelling or pronunciation. Are all of the examples valid in terms of the standard pronunciation in the area where you live? If not, what are the differences?

UNIT V

1. Report on the cultural patterns of another country. What are some problems, or points of interference, that a student from that country might have to deal with when confronted with American culture?

2. Report on regional variations in American culture: East/West; North/South; Urban/Rural; Upper/Lower class.

3. Without planning a specific unit on American culture, how can you teach American culture? Give as many possibilities as you can.

4. Prepare a specific unit on some aspect of American culture.

5. Collect some items which you can use for "show and tell" in your American culture unit.